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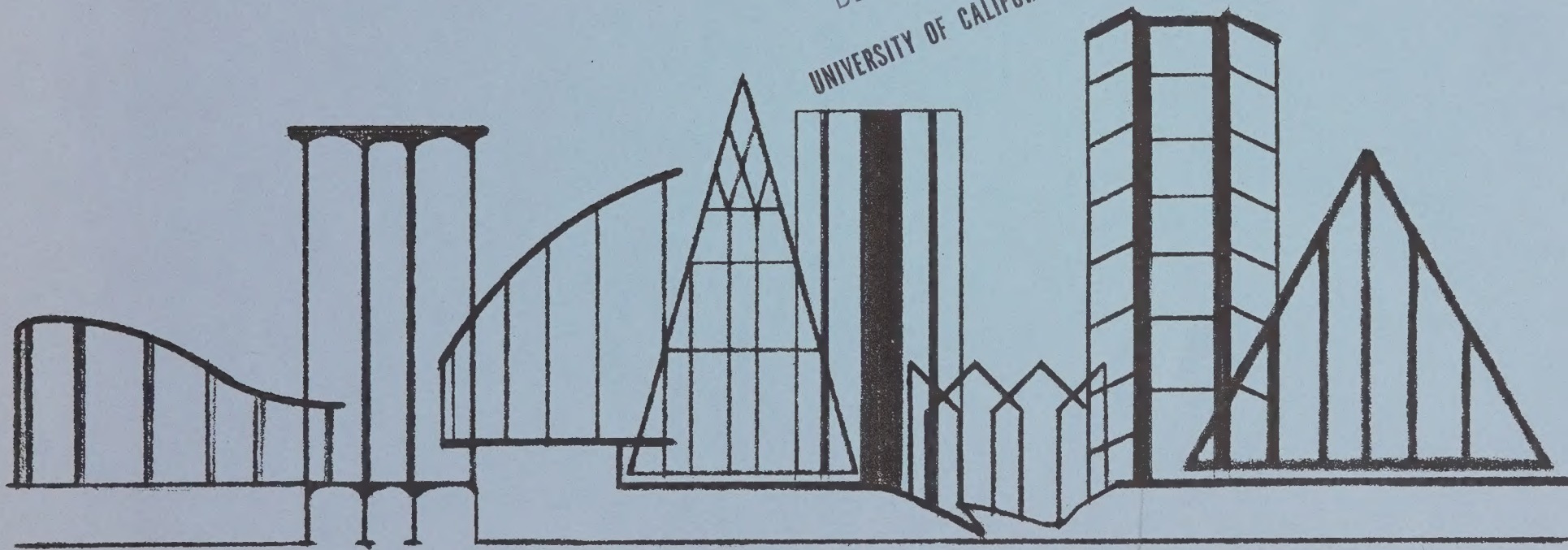
# Corridor Concepts

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## : A Plan For The Development of Mooney Boulevard

An Amendment To The Tulare County General Plan Land Use Element-Tulare And Visalia Area

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CORRIDOR CONCEPTS: A Plan for the Development of Mooney Boulevard

An Amendment to the Tulare County General Plan Land Use Element,  
Tulare and Visalia Area

Approved by Board of Supervisors Resolution No. 73-1814, June 12, 1973

Amended by Board of Supervisors Resolution No. 77-2116, August 2, 1977

Amended by Board of Supervisors Resolution No. 80-630, March 18, 1980

Tulare County, California  
Planning Department

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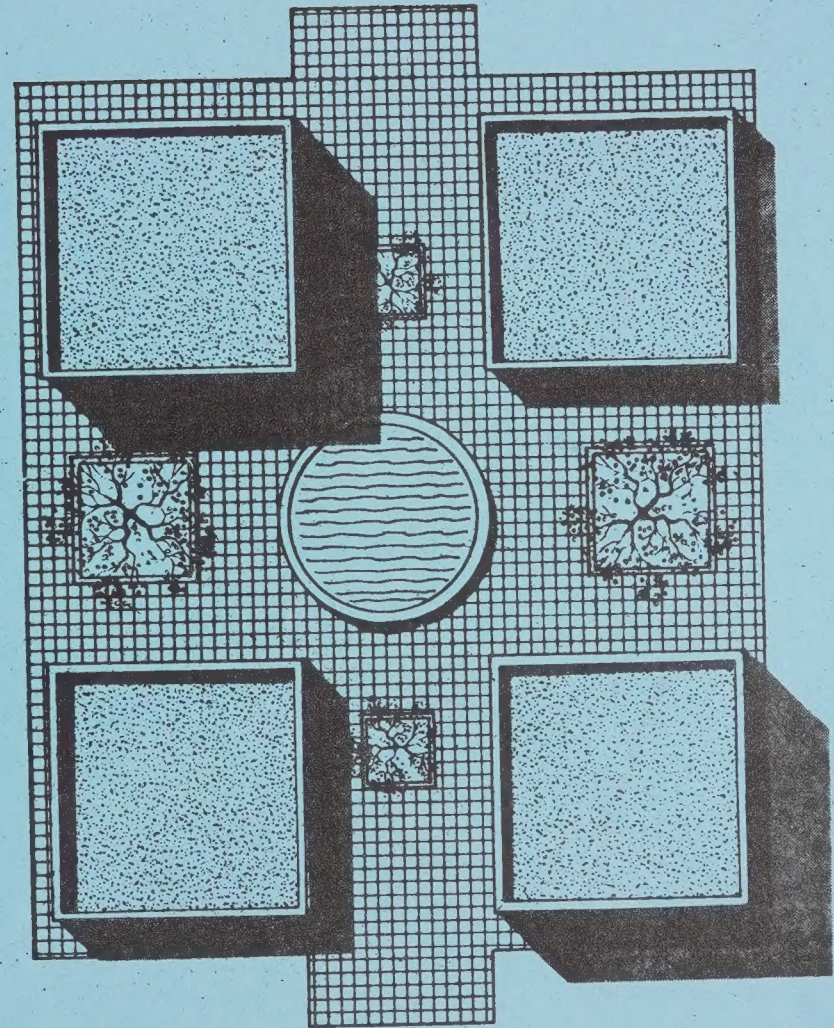


# Introduction

Mooney Boulevard is a unique urban corridor in Tulare County. It houses a variety of regionally based commercial uses, ties together the Tulare and Visalia urban areas and carries through traffic to mountain resort areas. Its potential as a high impact corridor has been recognized by the County Planning Commission and the Board of Supervisors, who, in order to avoid its premature development legislated interim A-E (Agriculture-Exclusive) zoning as an emergency measure on August 10, 1971. This measure was extended for a one year period to November 2, 1972.

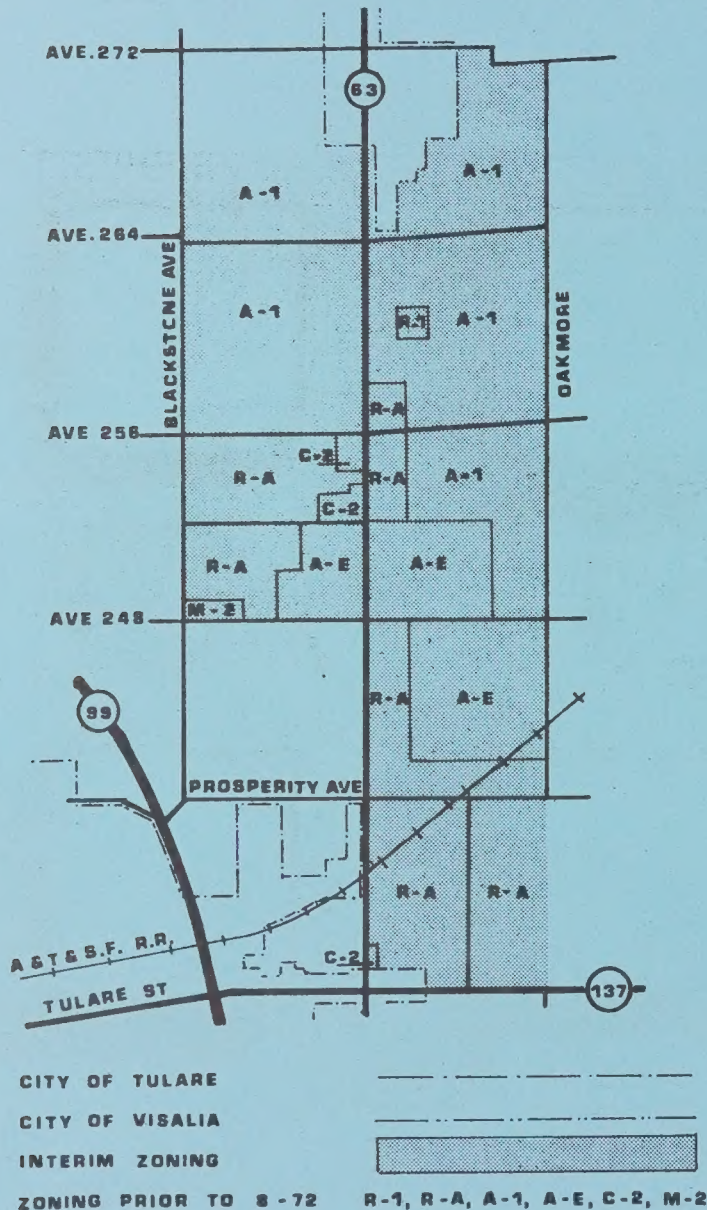
The Boulevard's development potential, which has accelerated in recent years, has attracted the attention of the cities of Visalia and Tulare. Both sought annexations that would extend their influence further into the corridor. At its March 15, 1972, meeting, the Local Agency Formation Commission (LAFCO) [the State designated agency responsible for certifying annexations and establishing sphere of influence boundaries], declared Liberty Avenue (Highway 264) as the break point between the cities of Visalia and Tulare for purposes of future annexations and/or extensions of community service areas (LAFCO Resolution 72-26). One month later the same commission denied the City of Tulare's request for a linear annexation along Mooney Boulevard which terminated approximately 3/4 mile south of the adopted sphere of influence boundary.

This denial was based on the possibility that development of Mooney Boulevard not based on a comprehensive plan could result in extensive strip commercial and dense residential de-





# Study Area Map



velopment. This, in turn, could produce additional traffic congestion and conflict with ongoing agricultural activities. In addition, there was some question as to the City's ability to economically extend services into the "corridor".

The actions of the Board of Supervisors and LAFCO indicate the need to develop a specific plan and accompanying regulatory controls for the area under interim zoning. Since most of this area lies within the City of Tulare's sphere of influence, the preparation of this report has been closely coordinated with the City Planning Commission. Their criticism and comments have been incorporated wherever possible into this final report.

## Study Objectives

The purpose of this study is to establish a design base or concept plan for the future development of Mooney Boulevard in the City of Tulare's sphere of influence, and to set the stage for enacting suitable legislation to implement the plan. Regulations controlling development in the "corridor" may utilize such practical and useful zoning techniques as floating zones, negotiated bonus arrangements, performance standards and site plan review procedures. These techniques open the door for evaluating the environmental impact of a particular development as opposed to predetermined acceptance or rejection of land uses through standard zoning.

Under the aegis of comprehensive design planning, consideration is given to the interrelatedness of circulation, recreation, conservation, and the creation of amenable environments for carrying on a variety of business, industrial, educational, and residential functions. In order to integrate these various functions, the planner must establish and vigorously pursue relationships with an array of profes-



sional interests, each operating within its own sphere of competence, often under restrictive parameters which tend to inhibit infiltration of new ideas or otherwise enjoin a watering-down of professional prerogative. The planner must also recognize the vested interests of existing users, property owners, and potential developers. Finally, the needs and demands of the larger community measured through its political and civic leadership must be evaluated both for short-term and long-term benefits and liabilities.

In this matter, previously unsoluble problems of design implementation can be overcome to the ultimate satisfaction of both the public and private interest. Design planning, however, is not a simple process to administer and its success is dependent upon the continued diligence of public officials and the cooperation of developers, businessmen, architects, engineers, legal counsels, traffic planners, and others involved in the land development game. In the long run, however, the environmental return and increase in property values would far outweigh the costs of the efforts.

#### Development Trends

Mooney Boulevard (State Highway 63) connects Mineral King Avenue (State Highway 198) and West Main Street in Visalia, with Tulare Avenue (State Highway 137) in Tulare. It traverses a course of eight miles over which a variety of auto-oriented commercial uses, common to frontages of arterial streets, have located over the years. Early development occurred first at its northerly perimeter; as it proceeded south it attracted more intensive uses that located on increasingly larger parcels in order to meet contemporary parking, landscaping, and open space requirements.

In general the quality of existing development is reflective of the era in which it was evolved. Few of the homes and small farms that were constructed prior to the post World



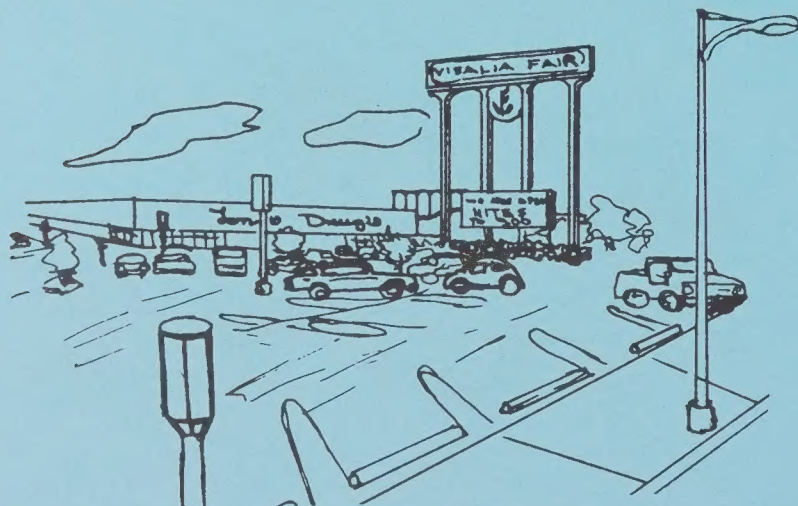
*Early development along the Boulevard consisted of small farms and homes (above), followed by auto-oriented uses in the 1940's and 1950's (below).*







*Quick-stop uses including service stations and chain-type eateries characterized development in the 1960's (above); the most recent trend has been toward large site, multi-use development (below).*



War II era are still in existence. Many were razed in the fifty's to make way for such auto-oriented uses as are found in the Stardust Motel block. These are generally characterized by insufficient parking, mediocre architecture, and lack of adequate landscaping or urban amenity.

During the 60's, Mooney Boulevard became a favored location for quick-stop uses. Overall design, parking, and landscaping all improved to some extent, but continuity of form or purpose was disrupted by a need on the part of the emerging chain store industry for quick recognition not only of content (e.g., a hamburger stand) but of a standardized product (e.g., "Presto Burger"). This led to "pop" architecture in which the building became a billboard, and the billboard a structural element designed to reinforce the company image rather than the product.

The next stage of development, which is still continuing, consists of multi-use centers in which small retail stores, service facilities, and department stores exist side-by-side and share common circulation, parking, and landscape elements. Design concepts are not geared to individual operations regardless of their unique product or corporate image. Instead the image of the center itself is reinforced through coordinated architectural elements and symbols. The environmental impact of this type of development is invariably an improvement over previous forms. This is due, in part, to the efforts of planning agencies in establishing and enforcing design standards through "wait-and-see" zoning techniques in which the developer and planning staff personnel, through the use of a team approach, evolve a mutually acceptable product. This system generally allows for greater flexibility of design elements including mixed-use relationships and increased intensity of development in exchange for improved public amenity. Where similar cooperative efforts have been applied to single use developments improved appear-



ance and public amenity and increased profit potential have also resulted.

### Study Area Conditions

In contrast to the northerly end of the "corridor", the interim zone area is characterized by mixed-crop uses (vineyards, orchards, and field crops). Although much of the highway frontage is presently being used for agricultural purposes, a limited number of scattered urban uses impact the high-speed motorist and tend to create the impression of premature industrial and commercial strip development. These scattered urban uses include:

Antique Shop  
Well Drilling Company  
Machine Shop  
Brickyard  
Equipment Rental  
Engine Balancing

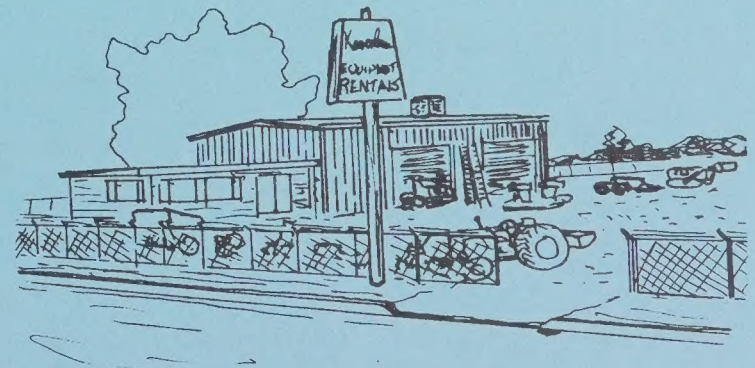
Real Estate Office  
Building Equipment  
Septic Tank Service  
Tavern  
Winery

There are also a considerable number of dwellings fronting on or near Mooney Boulevard. These include some older farmhouses in sound condition as well as some clusters of sub-standard dwellings constructed in the 1940's without benefit of building codes and zoning regulations.

The overall character of developed property in the study area is that of marginal type construction reminiscent of the pre-World War II or immediate post-war era. There is, therefore, little to conserve or build upon in establishing an evolutionary framework for the future that would avoid the mistakes of the past and go beyond the limitations of the present.



The southern portion of the "corridor" has been slow to develop. Existing uses such as the former dance hall (above) relate more to the past than the present; outdoor storage use (below) would be anachronistic to the concept plan.









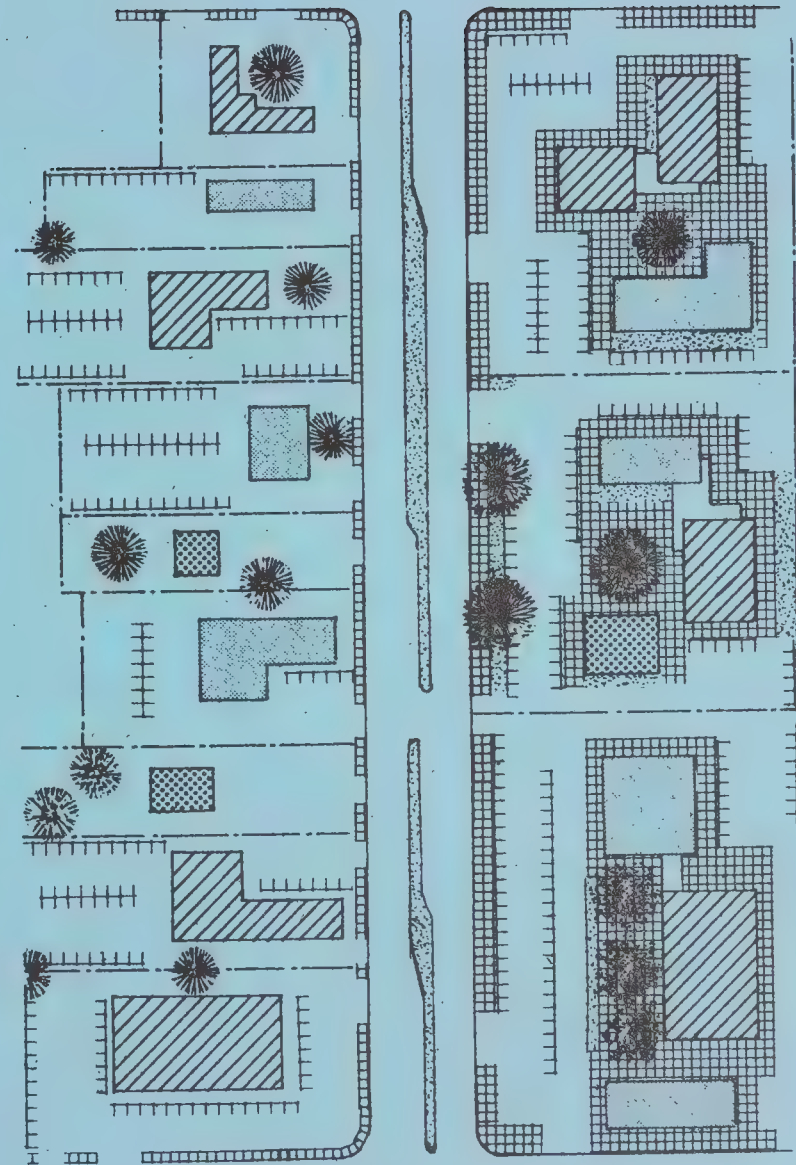
# Design Base

Contemporary marketing standards lean toward the consolidation of similar and sometimes diverse uses on a single development parcel in order to effect an economic use of the land and provide added convenience and amenity. An additional advantage of this approach is that the uses are internally buffered; thus, the opportunity for external frictions resulting from incompatible neighboring uses are reduced in proportion to the number of uses on the clustered parcel. Internally buffered development can be encouraged through planned unit development and minimum requirements for parcel size and frontage dimensions.

Carrying this concept one step further, a greater diversity of use can be achieved without an accompanying loss of environmental integrity by establishing criteria for integrating neighboring uses into a broad-based setting. This would include a conscious effort to create ambiance (a unifying motif) and continuity (the ability to envision an area as a "super-graphic" or whole). Clarity and order would be achieved through accessibility and visibility restrictions, and a pleasurable environment created by a public-private cooperative effort to maximize pedestrian amenity.

## Ambiance

Downtown environments differ most radically from commercial strips in that they provide an arena for public enjoyment that does not rely solely on commercial transactions. The shopping center, because of its isolated place in the urban fabric cannot replace the enjoyment or feeling of belonging



*Internally buffered mixed-use parcels (right side) provide convenience and amenity; when located on small, individual parcels (left side), there is a loss of clarity and an increase in external frictions.*





*The "downtown" ambiance is one of excitement and involvement in a public arena (above) in contrast to the starkness and single purpose focus of the commercial mall (below).*



afforded the non-shopper as he strolled along Main Street, fed pigeons in the Town Square, or window-shopped along thoroughfares lined with a variety of retail stores, restaurants and institutional uses and landmarks.

Contemporary development trends have also led to a watering-down of the traditional involvement of the business community in civic affairs. The shopping center entrepreneur, for example, finding himself isolated from his neighbor by a sea of parking lots, and unable to identify with the sprawling commercial uses along the roadway, has developed an extremely localized "civic consciousness". He now relates only to his own shopping center and its professional management. With few exceptions the retail merchant has been forced by his environment to limit his community orientation and to operate primarily as a corporate disbursor of goods and materials.

Attempts have been made, in recent years, to recapture the excitement and feeling of involvement that the downtown ambiance once provided. Primary amongst these is the interior mall concept which provides some outlet for community art shows, exhibits and seasonal celebrations. It does not, however, recreate the unique public-private interrelatedness of the downtown and no matter how camouflaged, the overriding atmosphere is that of a privately controlled space within which goods and currency are exchanged.

Shopping centers and malls are not entirely anachronistic to our culture, and some short-range satisfactions are derived from convenient access to a variety of consumer goods. The over-commercialization, however, which in some cases has led to social stratification, specialization, and repetition of form may eventually result in consumer alienation. Restoration of traditional interrelatedness with its positive potential for total public satisfaction can result from the creation of an amenable mixed-use environment in which pas-



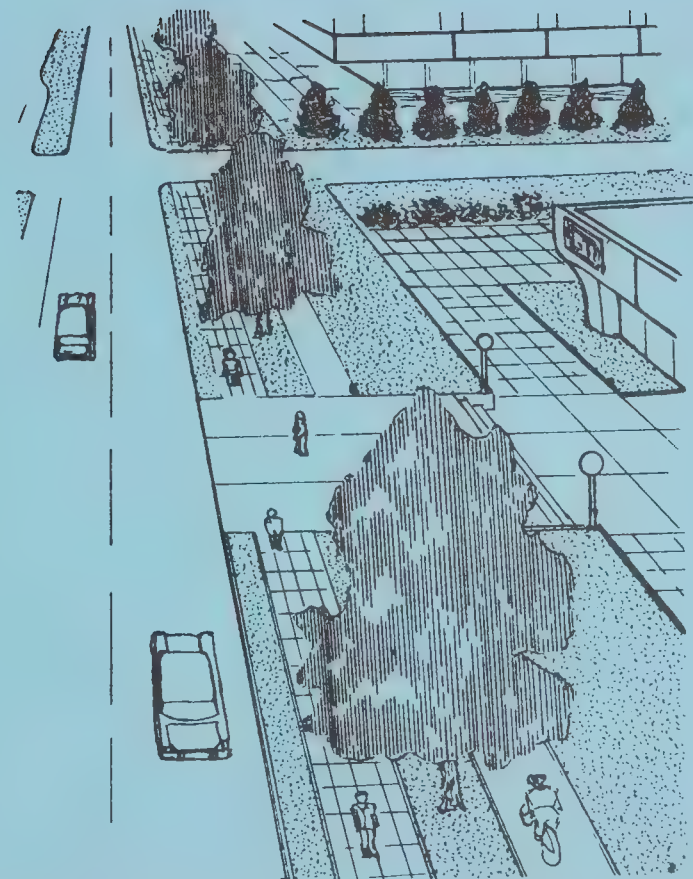
sive recreation (sight-seeing, strolling, gathering, sitting) is enmeshed with the retailing, business, and administrative functions. In essence, the positive aspects of the mall theme raised to its logical level -- the continuity of public-private space in the macro-environment!

#### Continuity: "Common-Way"

Mooney Boulevard is itself the hub around which all "corridor" development revolves. Unlike the one hundred percent corner theme of older downtown areas (from which all development radiated outward in concentric circles) the Boulevard form encourages uninterrupted linear or strip-like development. Lost in the transformation is the ability of similar uses to cluster together in particular locations on primary, secondary, or tertiary streets that satisfied their micro-environmental needs. The often confusing ambiance of the arterial strip can be related, in part, to its inability to provide a differentiated setting.

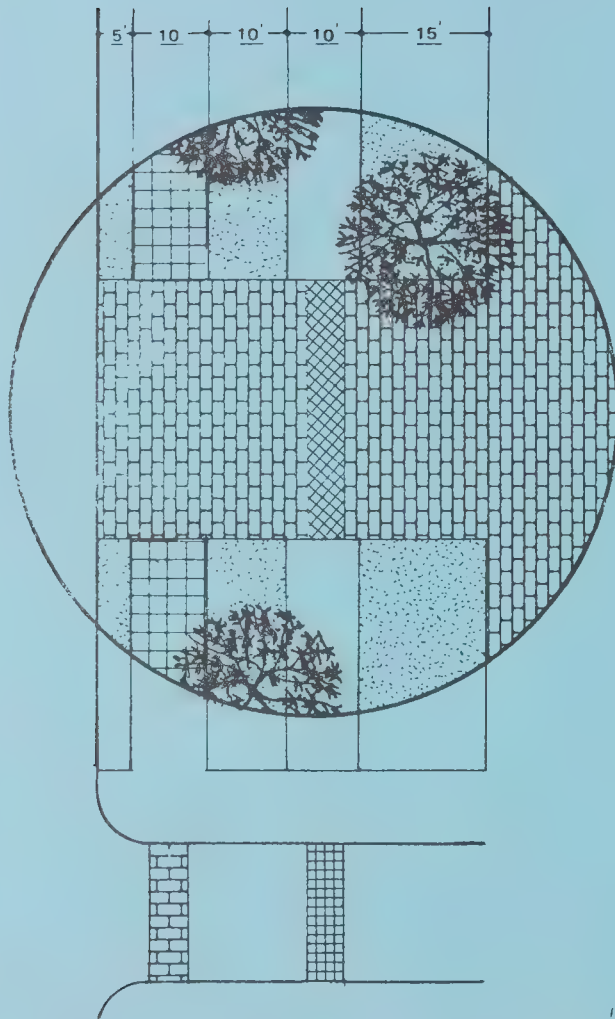
The design concept for Mooney Boulevard recognizes the predominance of its linearity. It does not seek to superimpose an alien nodal or concentric form on it but instead establishes a design ethic commensurate with the unique assets as well as liabilities of strip development. A primary factor in this design ethic is the need to establish an imageability factor which would provide communicative and visual continuity and interest while promoting overall harmony among diverse land uses. This factor has been identified by this study as a parklike strip or "common-way" that would house pedestrian paths and bicycle ways along both sides of the Boulevard from Tulare Avenue to Mooney Grove Park.

The "common-way" is readily implementable within a not-out-of-the-ordinary building line setback requirement of fifty feet from the curbline. Within this public-private space



*The "common-way" provides visual and communicative continuity in a combined public-private environment.*





*"Common-way" elements include a pedestrian/ auto buffer strip, a pedestrian pathway, a buffer strip and bicycle lane, and a fifteen foot landscaped area on the development site.*

the following elements could be developed:

1. A buffer strip of five to ten feet physically separating the pedestrian path from the roadway. For purposes of public safety landscaping should be restricted to low hedges or spaced shade trees that would not greatly inhibit views from three to seven feet above ground level.
2. Textured pathway for pedestrians varying from five to ten feet. Design elements would include occasional benches, trash receptacles, drinking fountains, and pedestrian scaled luminaries.
3. An intermediate landscaped zone of five to ten feet buffering the pedestrian and bicycle pathways.
4. A bicycle way of six to ten feet. The smooth textured pavement would be interrupted by textured surfaces near transition points at driveways, building entrances, and street intersections. Curb cuts would be provided.
5. Additional landscaping utilizing the remainder of the fifty foot "common-way".
6. Recognitions and incorporation of complementary natural features and man-made development including the existing canal network.

The detailed design of "common-way" elements would be undertaken as part of the design review process required for development of "corridor" frontage. This is particularly important at building entranceways where transition points occur and where landscaping is interrupted in order to increase visibility. However, an overall "common-way" scheme based on maintaining linear linkages should be implemented, at least in temporary form, as soon as possible. In this way,



its integrity as a whole could be maintained while its form remains fluid enough to reflect current need and provide an ongoing arena for enhancing the public-private environment.

The "common-way" is, in essence, a contemporary version of "Main Street" replete with a public-private environment, pedestrian scaled communication linkages, and a sense of place and totality.

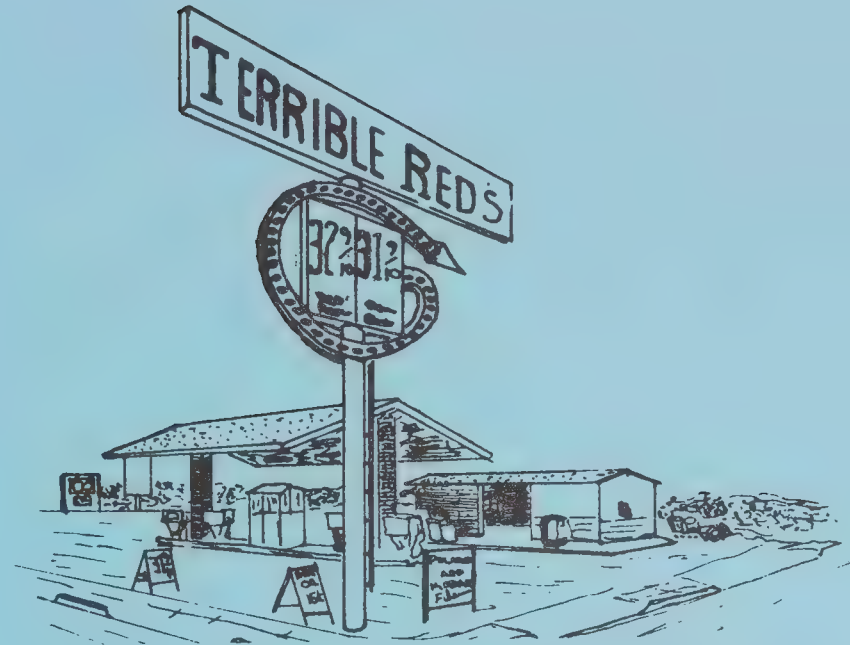
#### Accessibility, Visibility, Amenity

By isolating the basic elements of site design, it is possible to forecast potential conflicts and adopt control mechanisms for preventing environmentally destructive development without overly restricting options as to use, type or location.

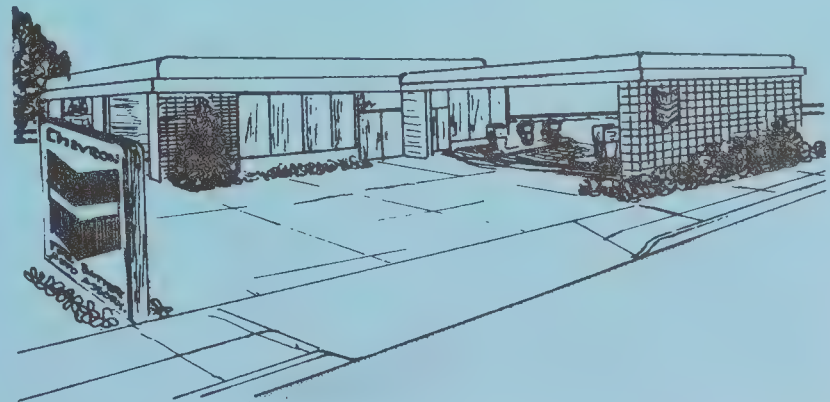
For purposes of this study the three elements of site design have been identified as accessibility, visibility, and amenity. The first two are restrictive in nature; increased public satisfaction is correlative with the extent of control exercised, at least up to a point where return is diminished by inconvenience and lack of clarity. Accessibility and visibility are proposed to be limited to a "medium" factor in the "corridor" or something less than presently exists along the developed commercial areas of Mooney Boulevard.

Amenity, on the other hand, is a qualitative factor; it is achieved to a limited extent by regulatory controls and to a greater extent by property owner-developer-government co-operation. The structural framework for achieving a "high" level of amenity along the Boulevard is based on the adoption of generalized standards as well as cooperative arrangements.

The three basic elements of design are further defined as follows:



*Unless otherwise regulated, service stations are designed to maximize accessibility and visibility (above). Contemporary design control can reduce the visual impact and even make such uses attractive (below).*





accessibility - relates to the opportunities for the itinerant motorist to make impulsive shopping decisions. High accessibility requires extensive curb cuts and highly visible driveways and parking areas; it often produces visual despoliation, creates safety hazards for motorists and pedestrians, and encourages small lot development. Accessibility is controlled by limiting access and egress points and by setting frontage dimensions that would prohibit small-scale development on individual parcels. The medium accessibility criteria for Mooney Boulevard should improve clarity by readily defining access points and developments. It will also reduce pedestrian/auto conflict and accident potential, and help to maintain a smooth traffic flow.

visibility - relates to the various techniques used to differentiate products or establishments from neighboring uses. Occasionally, visibility is achieved through exceptionally sound architectural or site design. For the most part, however, visibility devices are antithetical to sound urban design practice. They include glaring billboards, signs and pennants of every description, striking, but graceless architecture, and location of structures close to curb lines and street corners. These elements have often been combined to make the business strip a scene of disorder and chaos.

amenity - relates to the overall ambiance created by textures, shapes, locations, uses and facilities in excess of that required solely for functional purposes. In contemporary design planning it includes the ease and attractiveness of pedestrian movement; the architectural quality of structures; the content and location of landscaping; the utility and aesthetic quality of signs, luminaries, and street furniture; and the provision of amenable arenas for social interaction. It may also include public works of art in the form of statuary, fountains, sensuous plantings and textured pedestrian ways.



# Use Control

Traditional urban planning methodology centers around separation of land uses in order to promote harmony and continuity in the urban fabric. Large areas are shaped into land use patterns during the general plan stage; they are later refined by classification into the more definitive categories of specific plans and zoning ordinances. The integrity of such plans, however, is often reduced to a greater or lesser degree by poor (but legally acceptable) building design, zoning variances and changes, and the impact of uses that existed prior to the plan adoption or revision.

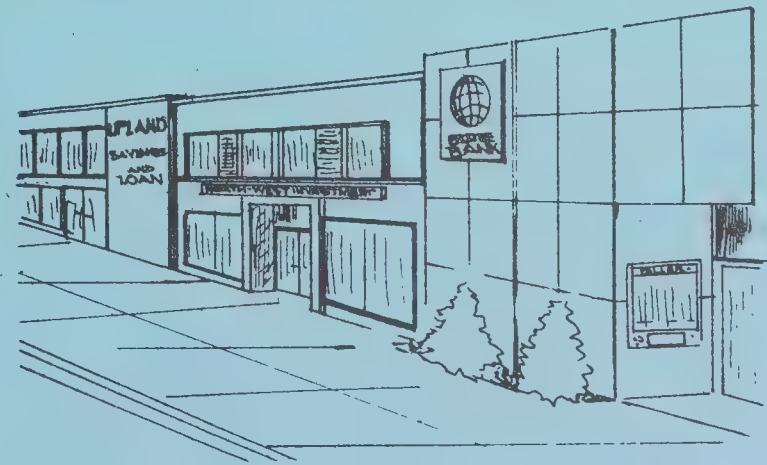
Land use planning, while occasionally being faulted for creating monotonous development or inhibiting design innovation, has not been entirely unsuccessful, particularly when used to establish and protect low density residential neighborhoods from intrusive uses. In business districts and other high impact urban situations, however, total reliance on use regimentation has tended to diminish rather than promote levels of urbanity. In these areas, one can sense a loss of human scale, interest, and social inter-relatedness as growth takes place in strict conformity to a single-use theory. What is needed, in essence, is a mechanism for creating amenity and harmony while encouraging diversity of use, architecture and purpose.

## Impact and Public Regulation

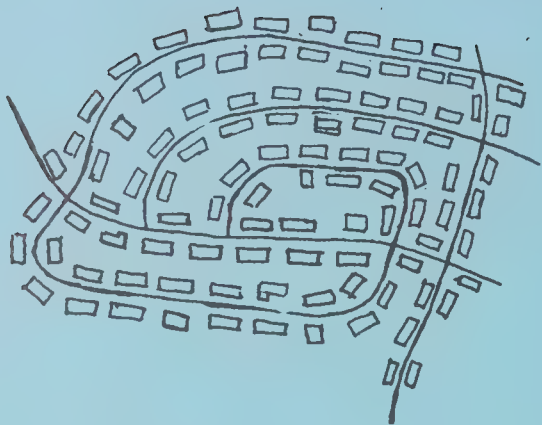
The extent to which public design control is warranted is directly related to the impact that development will have on



*Land use planning protects residential neighborhoods from intrusive uses but also results in sameness (above). Similarity of use in downtown areas (below) can result in a loss of interest.*







*Fine grain, fine texture (above) is characteristic of low density, residential areas. Rough grain, rough texture is often found in downtown areas.*



the public environment. This impact can be anticipated in terms of probable grain (or similarity in intensity or bulk) of development; texture (or degree of use mix); and the use pattern itself. High impact areas such as central business districts, will invariably exhibit a high grain mix, a rough texture, and a competitive use base. Low density residential areas on the other hand, are characterized by a low grain mix, smooth texture, and an absence of competitive uses.

Development along Mooney Boulevard in Visalia can be characterized as having a medium grain, a medium-to-rough texture, and a predominance of competition and impulse-based commercial uses. Its status as a high impact corridor is further reinforced by its dual function as a shopping street and major traffic artery. In the absence of adequate public controls, early development on the Boulevard resulted in an overall chaotic setting that still exerts a detrimental influence today in spite of improved regulatory procedures and greater environmental consciousness on the part of business concerns.

The concept plan for the development of that part of the Boulevard that lies within the City of Tulare's sphere of influence envisions a somewhat finer grain of development than has taken place in the City of Visalia. This is based, in part, on the establishment of a minimum parcel size of four acres, and accompanying restrictions on access and egress points. In addition, sign and amenity controls will probably result in few competitive commercial uses or at least a toning down of their environmental impact. On the other hand, less emphasis on use restrictions will unquestionably result in greater mix.

The influence of a major urban corridor also extends beyond the frontage or primary zone. Visual, environmental, and vehicular invasion tends to impact the hinterland and cause

# MOONEY BOULEVARD CORRIDOR CONCEPTS PLAN

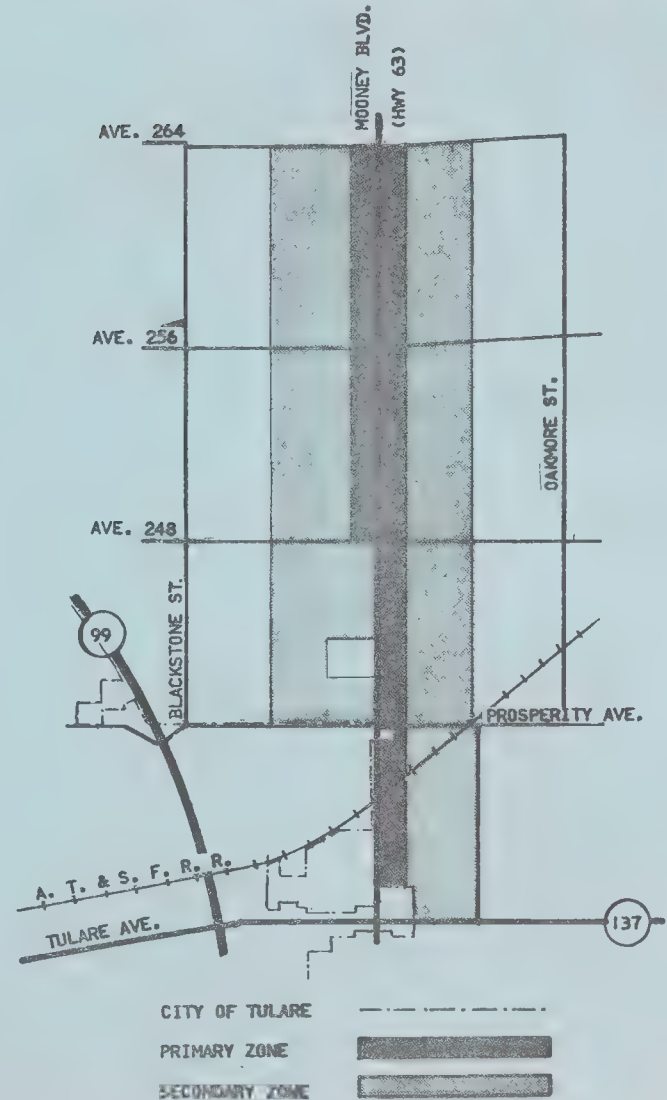
## PRIMARY AND SECONDARY ZONES

undesirable increases in accessibility and visibility. According to contemporary development trends, the primary zone should extend to a depth of 400' to 600'. The area of secondary impact would then vary depending upon volume and circulation patterns of vehicular traffic, and intensity of urban development.

Based on anticipated growth patterns and the possible realignment of Route 63 along Blackstone Street, the area west of Mooney Boulevard is likely to take on secondary development characteristics as far as Blackstone Street, a distance of almost one mile from the "corridor". To the east, agricultural uses will probably continue to predominate, and the secondary zone would be limited to a distance of four or five city blocks.

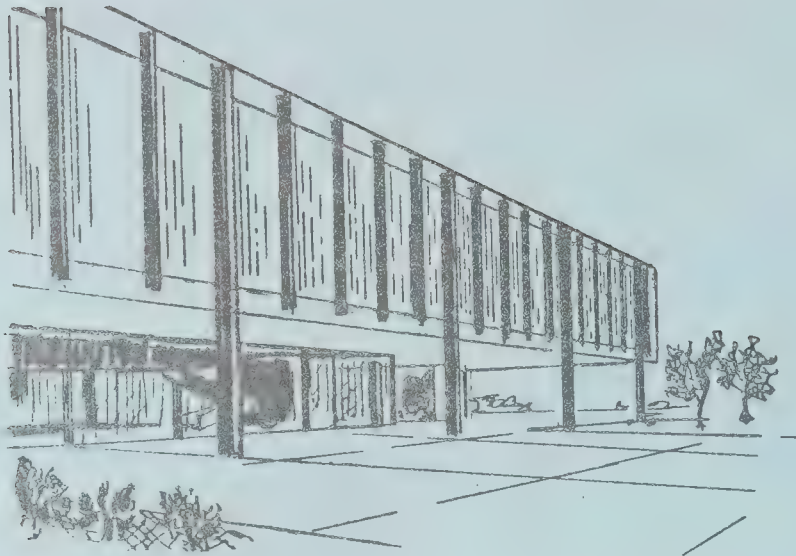
Due to the lessened imageability of the secondary zone, its finer grain, smoother texture and the relative absence of competitive uses, environmental amenity goals and regulations should be geared to a "medium" tone. This would be somewhat above the typical low density residential area but less exacting than in the high impact "corridor" itself. Environmental amenity would center around the provision of linkages and buffer zones which are readily achievable under the planned unit development concept. Commensurate with the decrease in intensity, envisioned for the secondary zone would be a more restrictive approach to accessibility and visibility factors.

While there is an apparent need for greater public design control in the "corridor" (and to a lesser extent in the secondary zone), it is essential that the control mechanisms reflect rather than oppose market values. Standard land use controls have a tendency to set parameters that discourage diversity and innovation, and encourage mediocrity in environmental design. What is needed on the part of local officials



Map amended August 2, 1977 and March 18, 1980





*Even in the absence of public controls, prestige office use (above) and amenity oriented apartment development (below) would ordinarily be designed to recommended "corridor" standards.*



is a greater understanding of entrepreneurial values and options; private developers, in turn, must be exposed to environmental considerations, many of which can be achieved at slight cost in relation to long range benefits.

### The Locational Matrix

The matrix on the following page identifies by land use category, the environmental impact in terms of accessibility, visibility, and amenity that could be anticipated under conditions of minimal public design control. Essentially, these are generalities derived from industry practice which in turn is based on the needs of various uses to attract or repel the itinerant shopper, to advertise a product or improve a corporate image, or to provide a highly amenable micro-environment to enhance the imageability of certain life styles or business functions.

Optimum environmental impact in the primary zone (e.g., Boulevard frontage) is most likely to be achieved by uses which require medium site accessibility, medium to high visibility (if achieved by positive means) and high amenity. Applying these criteria to the matrix it can be noted that few uses would, under normal industry practice, produce satisfactory environmental results in the "corridor". They include:

- prestige industry (electronics, research and development)*
- prestige office use (corporate regional headquarters, medical centers, prime user orientation)*
- high density residential (luxury or amenity oriented)*
- prestige shopping (higher priced department stores, specialty shops, expensive restaurants)*

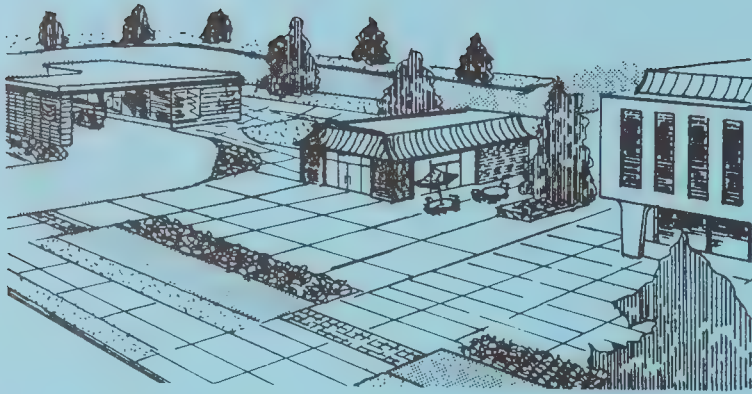
# Land Use Locational Matrix

## Industry Practice

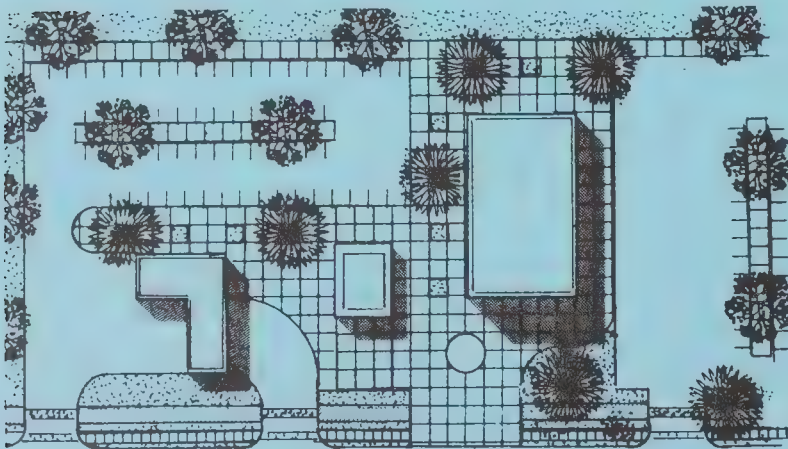
Key: ● High, 0 Medium, X Low or none

USE CLASSIFICATION	SITE ACCESSIBILITY	PRODUCT OR USE VISIBILITY	ENVIRONMENTAL AMENITY	POTENTIAL ZONE
Heavy manufacturing	X	X	X	X
Light manufacturing	0	X-0	0	1
Prestige industry	0	0-●	0-●	1
Office uses	0	0	0-●	1,2
Prestige office uses	0	0-●	●	1
Low density residential	X	X	0	2
Medium density residential	0	0	X-0	2
High density residential	0	0	●	1
Neighborhood shopping	X	X-0	0	2
Community shopping	0	0-●	0	1
Regional shopping	0-●	●	0	1
Prestige shopping	0	0-●	●	1
Service stations	●	●	X	1
Roadside eateries	●	●	X	1
Motels	0	●	0	1
Commercial recreation	0	●	X-0	1
Theaters (indoor)	0	●	0	1
Public & Quasi-Public	0	X-0	0-●	1,2
Public functional	X-0	X-0	0	1
School facilities-Elementary	X	X	0	2
High school	X-0	0	0	2
College	0	X-0	0-●	1,2
Outdoor sales uses	0-●	●	X	X
Outdoor auto and trailer sales	0-●	●	X	X
Indoor auto sales	0-●	●	0	1
Mooney Boulevard - Criteria:				
Primary - 1	0	0	●	1
Secondary - 2	X-0	X-0	0	2





*Internal buffering can create a harmonious setting for such seemingly incompatible uses as a service station, office building, and hamburger stand.*



A number of additional uses however, could easily be upgraded to "corridor" standards through the cooperative efforts of developers and designers operating under a broad regulatory framework which recognizes the ability of potentially incompatible uses to co-exist in a planned, multi-use environment.

The adaptability of various industries in response to regulatory control is readily evidenced in communities that exhibit a high level of environmental and civic consciousness, a phenomenon that appears to be spreading particularly in newly developing areas. Chain industries generally adapt to sign, landscaping, and amenity regulations, and regardless of the level of design required, population-to-commercial floor area ratios remain about the same from one community to another.

Thus, if traffic counts on Mooney Boulevard indicate a potential for additional service stations or quick-stop eateries, these facilities would probably be upgraded to "corridor" standards and provided in conjunction with other uses. One could imagine, for example, an office building-restaurant-service station complex that would meet accessibility standards by incorporating all uses into a single circulation-access-egress plan; visibility requirements could easily be met by restrictions on signs and advertisements; and amenity standards by a coordinated architecture and landscaping plan. Uses that could feasibly be upgraded to corridor standards are discussed in the following section which also serves as an early warning system to potential developers and local officials.

#### Use Compatibility

The "Potential Zone" column of the Locational Matrix indicates whether or not a use is or can be made compatible in either the primary or secondary zone or both. The type and extent of upgrading varies from use to use but some generalities can be made in advance as follows:

light manufacturing: would have to conform to upgraded standards in terms of providing environmental and structural amenity. Under extremely controlled conditions some light industrial uses may be suitably located in the secondary zone.

standard offices: compatible with some upgrading in environmental amenity.

medium density residential: compatible in secondary zone. Would require some upgrading in environmental amenity particularly in relation to pedestrian and vehicular circulation patterns in the primary zone.

community shopping: compatible in either zone with some upgrading in environmental amenity, particularly in pedestrian linkages, landscaping and architecture.

regional shopping: compatible in primary zone with some upgrading in environmental amenity particularly in relation to buffering adjacent residential uses, separation of service functions, greater on-site pedestrian amenity, and additional traffic planning in order to maintain compatibility with the medium accessibility concept.

automobile service stations: could be developed in the primary zone by clustering with other uses in order to maintain the integrity of the medium accessibility and visibility standards. A high level of amenity in structural and environmental design has been proven feasible, particularly in prestige communities where special design concepts have been used.

roadside eateries: generally incompatible with accessibility-visibility goals; however, these uses could be developed in conjunction with other uses or with each other in order to gain visibility, and provide accessibility without impairing

corridor traffic flow. Such clustering would also provide a basis for improved structural design and pedestrian amenity.

public and quasi-public: generally compatible. However, additional design inputs would be necessary, particularly at linkage and transition points.

high school: compatible in the secondary zone. Design emphasis on buffering and traffic control to reduce impact on surrounding areas.

low density residential: suitable in the secondary zone with some consideration to linkages and protection from adverse accessibility-visibility factors. Most readily treated under the planned unit development concept.

neighborhood shopping: greater restriction in visibility and accessibility could be compensated for, to some extent, by providing access to adjoining uses through pedestrian paths. Could be buffered by medium density residential uses.

commercial recreation: compatibility in the primary zone will require upgrading in amenity factors including pedestrian areas and linkages, landscaping, and structural design.

theatres (indoor): general compatibility within the primary zone with some improvement in amenity levels.

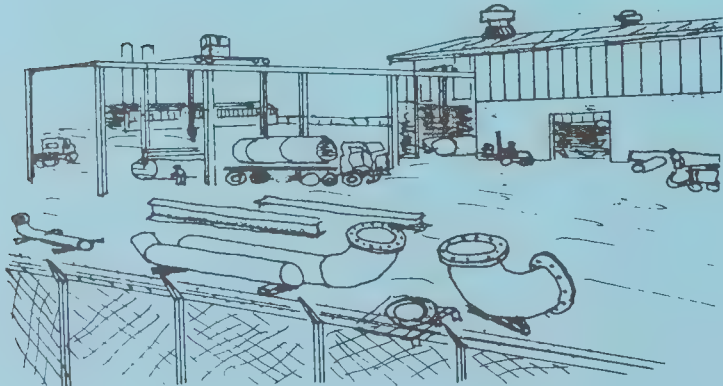
elementary schools: suitable in the secondary zone. Increased levels of accessibility and visibility could be maintained through pedestrian linkages.

college: would require extensive setbacks and landscaping in order to avoid noise and movement intrusion from neighboring uses and "corridor" traffic.





*Low density residential uses backed-up to the "corridor" (above) will produce a bleak environment that will sap the vitality and destroy the continuity of the Boulevard. Heavy industry and outdoor storage uses (below) would also be incompatible with the concept plan.*



While it may be technically feasible to design most land uses up to "corridor" standards it may not always be economically sound to do so. Single family residential development, for example, functions best under conditions of low accessibility and visibility; amenity is usually restricted to the structure itself and its surrounding yard space. To locate such uses in an area requiring a high level of environmental amenity would result in additional expense for landscaping and pedestrian paths (to visually and physically tie-in the development with surrounding uses) with minimal value increment return. In some extreme cases, environmental amenity requirements have been avoided (and frictions arising from visual and vehicular accessibility overload reduced) by backing up residential development to the arterial road. However, this is a less than satisfactory environmental solution which could also be costly to the community as high value commercial frontages are broken up for low value development.

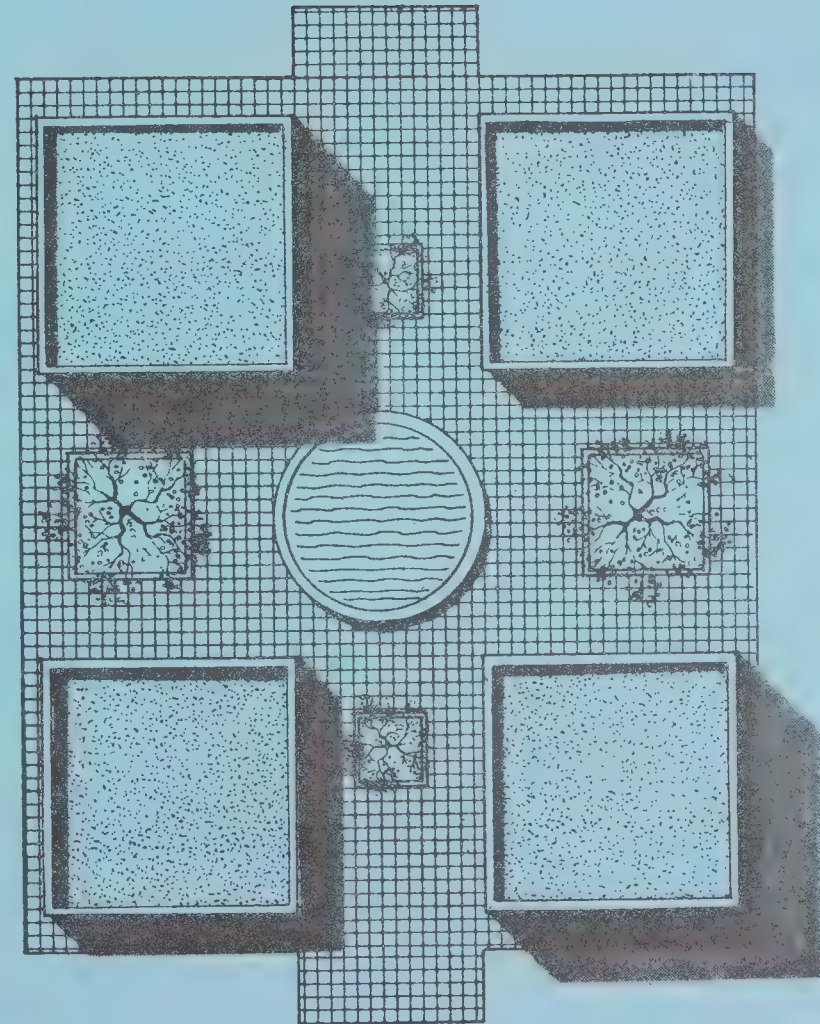
Other examples of uses that could not economically be designed up to "corridor" standards include heavy manufacturing which remains competitive by location in lower priced, less accessible, and less visible locations where it does not have to provide a great deal of environmental or structural amenity; open lot uses which could not easily provide a sufficient level of environmental amenity or meet visibility standards; and mobile home parks which tend to isolate themselves from the immediate environment.

# Site Controls

Contemporary man, accustomed to specialization of labor and confronted with an increasing array of choice, diversity of life style, and potentially threatening variations in individual values, has found some degree of refuge in single-use environments where conflict potential is minimized and social values likely to be shared. Contemporary planning practice tends to reinforce this preoccupation with sameness by creating islands of similar uses which are further broken down by intent, accident, market factors or class structure of the user. Examples include large-scale residential developments of limited range in type or cost (some even come complete with entrance gates, guardhouses and private police); prestige shopping centers and discount store agglomerations; strings of similar type of offices; and various use or appearance-oriented industrial parks.

Lost in the sorting process are the kinds of viable, mixed-use environments that once provided the urban dweller with a common bond of shared experiences that cut across age, barriers of occupation, and social status.

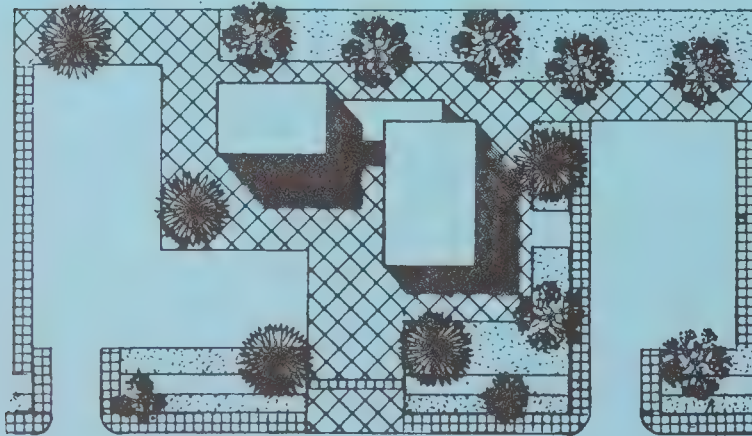
By overemphasizing the sanctimony of use segregation we have also built into the environment a certain amount of monotony, sterility, inconvenience, and even centralized chaos. It is the basic premise of this study that the multi-use ambience of the downtown can be recreated in the urban corridor to provide a high degree of user satisfaction. The efficacy of this mixed-use environment is dependent upon a framework which provides graphic and communicative continuity (described previously as a "common-way"), and on adequate site controls for







*Visual conflict and user frictions in transitional areas can be controlled through the conscious placement of fences, landscaping, pathways, floor texture, pedestrian/auto barriers, and distance separations (yards).*



assuring a high level of amenity. These include sign regulations, landscaping, and structural relationships. In addition, special attention must be given to the minor but important details that link or separate various activities in order to minimize potential conflict.

### Transitional Areas - Linkages

The concept of incompatible use is based not so much on intrinsic values (although this may be true in the case of a slaughterhouse or odor producing industry) as on exterior appearance, environmental amenity, and user conflict. Incompatibility of use or activity is felt most strongly at boundaries and transition points where the same space is shared visually or physically, permanently or momentarily by users with varying interests and values. Some common conflicts are pedestrian-motorist, visitor-resident, stroller-shopper, casual-formal diner, active-passive recreationalist, professional blue-collar worker, and elderly-youth orientation.

By controlling the micro-design elements of transitional areas it would be possible to build diversity and human scaled convenience back into the urban fabric without detracting from the amenity of the immediate function. These controls would cover the following aspects of site design:

1. *Distance (yards), physical barriers (fences) and visual barriers (landscaping); these should be used to reinforce separation to varying degrees in the transition areas.*
2. *Circulatory controls including walks, rails plantings, steps, and signs, should be used to direct pedestrian movements.*
3. *Particular uses should be placed in strategic*

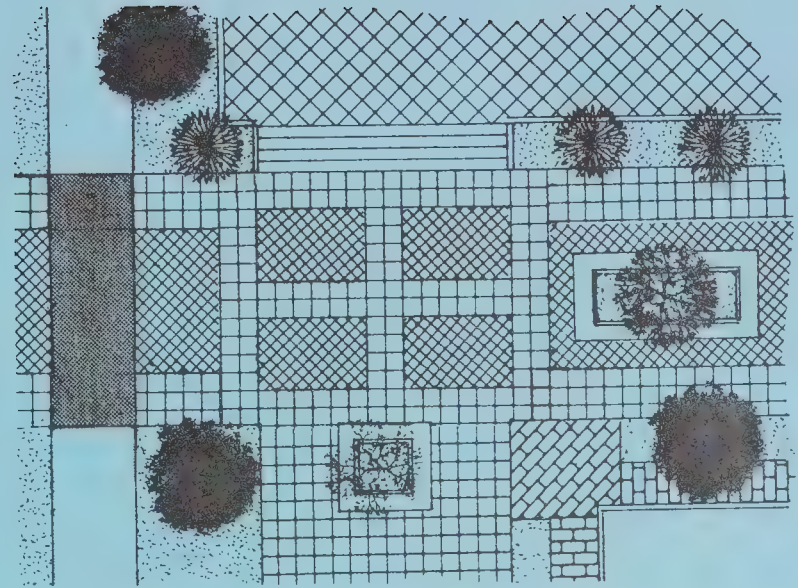
areas in order to promote shared use of appropriate facilities. For example, multi-use parking facilities could serve both a theatre and an adjoining shopping concourse; or a pedestrian sitting area could buffer an office use adjacent to a quick-stop eatery while providing an additional amenity for both.

4. Where various modes of circulation meet or cross, priorities and behavioral patterns should be established through appropriate signs, changes in grade and texture, and preventive devices including curbs, rails, plantings, and other physical and visual barriers.
5. Off-street loading and service areas should be provided to reduce impact with pedestrian and/or automobile traffic.

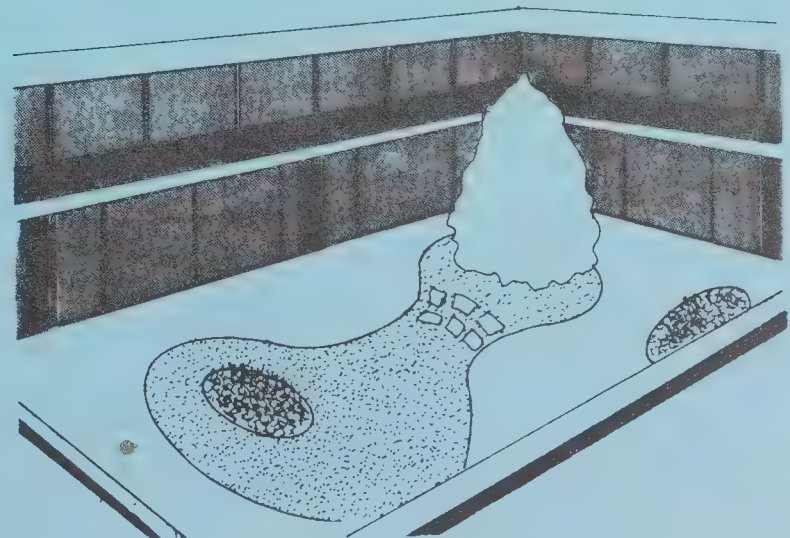
### Spatial Quality

Second only to the architectural design of buildings, it is the arrangement and volume of space that defines the character and quality of the developed site. Spatial volume, or level of containment, is formed by the base plane (pavement), the overhead plane (sky or structural overhang), and the vertical space dividers. The latter plane is defined by the location of buildings, fences, landscaping, and other structural elements.

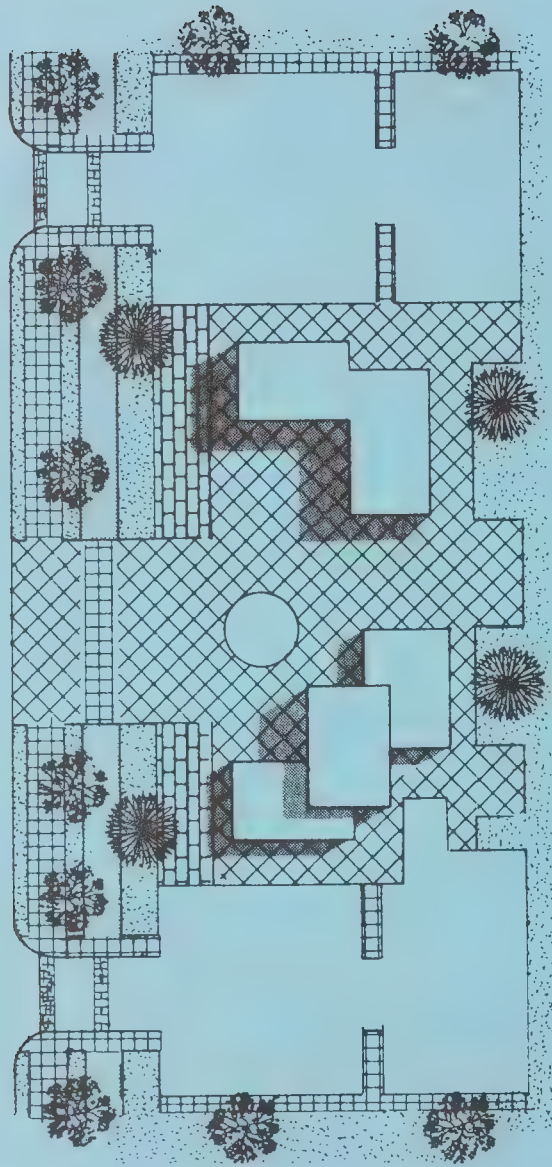
The quality of spatial volume can be evaluated on the basis of its capacity to reinforce the intended nature of the space. Three major spatial configurations are confined, open, and flowing. An interior garden, for example, induces intimacy and relaxation by restricting movement and vision.



*Pedestrian movement can be directed by floor textures, barriers, changes in grade and landscaping (above); confined pedestrian space induces intimacy and relaxation (below).*







*The character and form of the spatial environment is infinite.*

Alternatively, a space may open out to frame a vista in which the viewer becomes an observer rather than a participant; this space provides an arena for induced action and exuberance. Flowing or undulating space suggests temporary interaction with the environment and invokes movement.

In addition to volume, spatial characteristics are refined by color, texture, lines, forms, sounds, and odors. Each of these elements elicits intellectual and emotional response and creates a unique ambiance. Primary elements that make up the expressive environment include:

1. Abstract line quality (active-passive, solid-tenuous, noble-earthy, primitive-refined, rough-smooth, dynamic-static).
2. Water related (fountains, reflection pools, gold-fish ponds, water sculptures, ballet fountains).
3. Base plane (marble, paving stone, cement, mosaic, terrazzo, earth, gravel).
4. Landscaping (trees, shrubs, flowering shrubs, flower beds, aromatic plants).
5. Movement barriers (walls: wood, bamboo, brick; hedges, trees, rails, flagpoles).
6. Visual barriers (screens, foliage, poles, fences, berms).
7. Overhead plane (sky; solid, louvered or translucent overhangs, treillage, foliage).
8. Vertical plane (walls: masonry, brick, marble, wood, mosaic, metal, glass).

As could be noted from the previous discussion the character and quality of the spatial environment is infinite. For purposes of this study it is sufficient to point out that all development, regardless of size or complexity, results in a variety of spatial configurations upon which the character and quality of "corridor" development will depend. The site

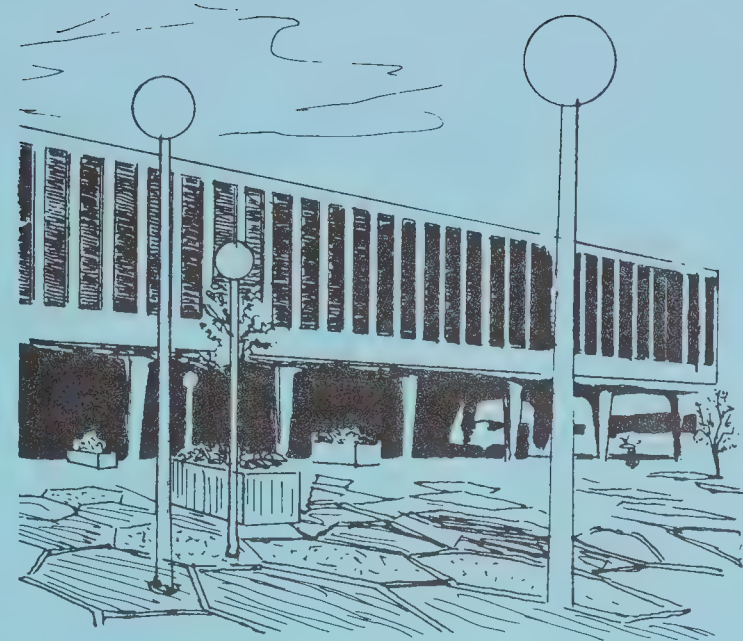
designer, therefore, must make a conscious effort at defining the nature and role of each space so that the total effect could be evaluated during the design review process.

### Structural Relationships

Each new structure modifies, to some extent, the overall composition of the "corridor", and sets up problems (and opportunities) of form, material, or treatment relationships necessary to bring new development into harmony with surrounding forms or spaces. In addition to relating these incremental uses to the whole, the structure and its surrounding spaces on the site should form, in toto, a complete and balanced composition of functional and visual elements.

Where development consists of a single structure it may be located freely in the landscape with design considerations centering around the creation of a suitable forecourt; maximization of visual impact; and achievement of architectural harmony. The area immediately in front of the structure (forecourt) should have a receptive or harbour-like quality. This is reinforced by selecting the most interesting point for the entranceway and by creating an appropriate atmosphere for entry commensurate with the type of activity taking place inside. In general, forecourt elements are designed to complement the structure or to enhance its character and mood through contrast. Finally each building as a solid requires a satisfying counterbalance of negative open space -- while all spatial forms are important to the overall composition, the forecourt predominates.

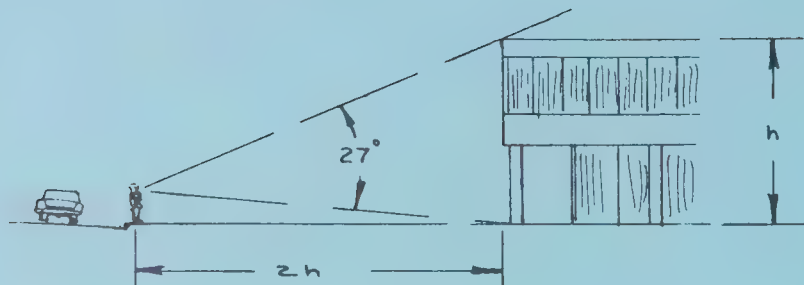
The second element of site-structure relationship, visual impact, is a highly sought-after commercial commodity that all too often is achieved by such negative means as distinct lack of proportion, inharmonious color schemes, or discordant use of materials. Maximization of visual impact is most approp-



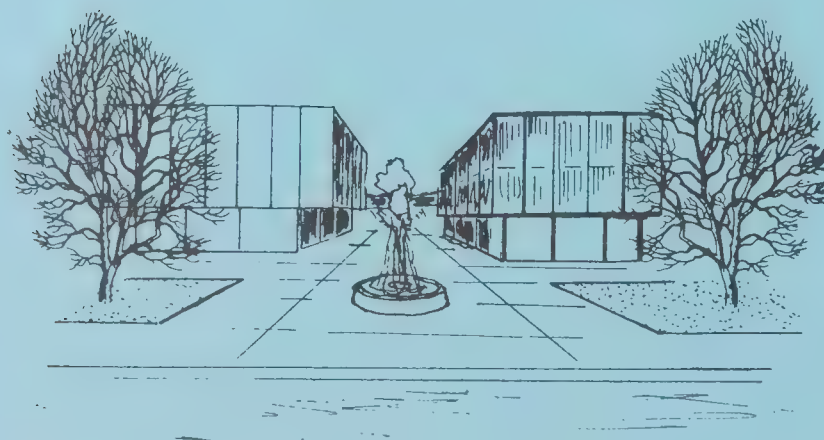
*The forecourt (above) acts as a setting for maximizing the visual impact of the structure; the entranceway (below) prepares the visitor for the activity inside.*







*A single building (above) is most appropriately viewed from a distance of twice its height; a complex of buildings is best perceived at an 18° angle or three times its height (below).*



riately achieved through sound architectural design and proper location of structures on the site in relation to height, bulk, and viewer perspective. A viewing distance equal to twice the building height or a 27 degree angle, is appropriate for taking in the entire building with a minimum of head movement. For viewing building detail the separation should be equal to the height of the building or a 45 degree angle. To adequately perceive a building complex, an angle of 18 degrees resulting from a separation of three times the structure's height is most appropriate. Based on these criteria, it is easy to understand why setback, height, and yard standards which impose standard restrictions on all buildings and uses may often act to encourage improper location of structures in relation to maximization of visual impact.

Architectural harmony is the end result of an interplay between a variety of factors of which the most important are proportion and relativity of space, form and structural component. Unity is achieved most readily through repetition of the latter three elements or through a conscious variation based on a general theme. Proportion is an essential ingredient to the establishment of a pleasing form. From the earliest of architectural beginnings, mathematics has been viewed as all pervading; order, beauty and truth are functions of mathematical law and progression which is readily translated into forms and rhythms for esthetic enjoyment.

One basic progression which originated during the Renaissance and is still in use today is developed by adding to the series 1, 2 the sum of the last two digits. When applied to building components, spaces, and forms, the result is a generally acknowledged visually pleasing environment. Similarly, the "golden rectangle", a form whose sides have a ratio of 1:1.618, has reappeared in the structures and spaces of the western world including the towering CBS building in New York.

Structural groupings, as opposed to single building site development, are most valid when each building not only appears as part of, but also functions as part of the total complex. To achieve this effect, the entire group must be treated as a cohesive and unified composition in which primary building functions give way, to some extent, to the secondary design goals of the overall complex. Such goals may include:

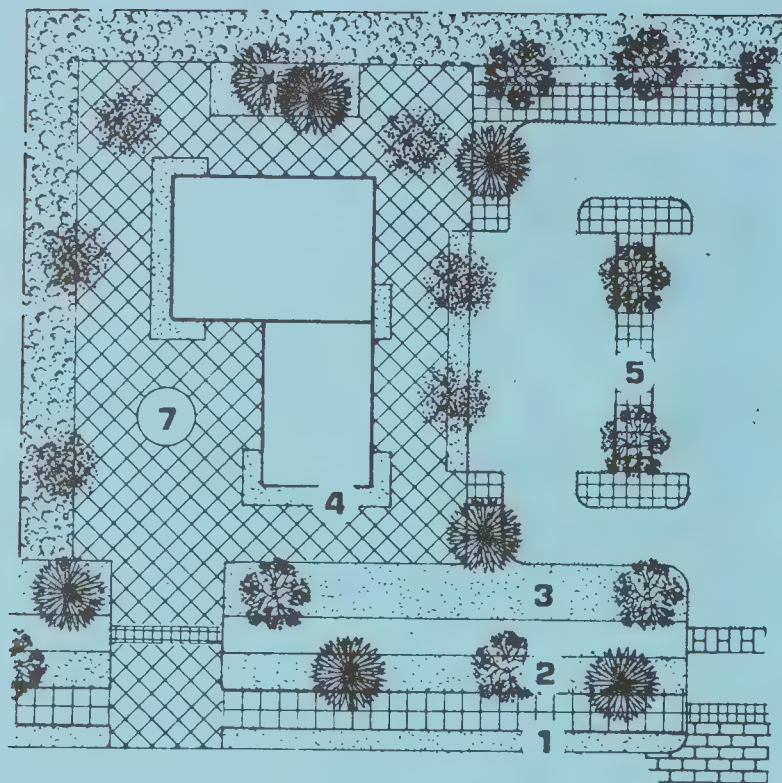
<i>enframing</i>	<i>backdropping</i>
<i>enclosure</i>	<i>domination</i>
<i>screening</i>	<i>organization</i>
<i>spatial dramatization</i>	<i>structural dramatization</i>

Unity, in structural groupings is most readily achieved in a formal, symmetrical setting in which structures relate on a one-to-one basis. Asymmetrical schemes can also result in an harmonious setting when well defined lines of circulation and structural elements (fences, landscaping, street furniture, and walls) are added as integrating forces. The asymmetrical theme implies freedom and spontaneity. It is most readily applied to shopping and recreational areas. The symmetrical plan, on the other hand, creates an aura of order, permanence, and idealism as major elements are juxtaposed around a rigid geometric form. Formal schemes are most suited to business, government and classical entertainment forms.

To a limited extent, standardized regulation can be applied to create a suitable setting for an harmonious public environment. In the "corridor" a universally applied 50' setback can help provide visual continuity while preserving sufficient space for "common-way" elements and providing a sound basis for maximizing visual impact. Other restrictions on structural location would include side yards equal to three times the building height; coverage of buildings limited to twenty percent of the ground area, and height limitations of six stories for offices and apartments and two stories for all other uses.

In the final analysis however, the complexity of site design and its myriad of variables would make it an art rather than an engineering form and the efficacy of generalized regulation is limited accordingly. Side yard requirements, for example, could interface with inter-parcel coordinative design (a most welcome innovation); restrictions on building heights and ground coverages are often less environmentally meaningful than architectural style, specific use, and visual amenity. To this end, all controls should have a degree of built-in flexibility in order to promote innovation and provide an arena for developer-staff interaction under the review procedure outlined in the final chapter.





## Landscaping

In the flat, characterless terrain along Mooney Boulevard, man-made features will assume a predominance over natural forms. Second only to the impact of structures in defining the quality and character of the "corridor" are the various types of landscaping. In the following table, seven landscaping elements are defined. Some, are used primarily to buffer inharmonious uses or screen out negating views; others provide shade, define form, enhance structural elements, or direct pedestrian movements.

The first two items in the following table make up the public landscaped portion of the "common-way". In essence, they require little additional public treatment or maintenance in relation to their generous return to the community in the form of a linear park-like strip for viewing, strolling, or relaxing. These areas would be maintained by the Road Department, which normally has access to funds for this purpose, or by the Parks Department, possibly under special assessment. Similar to the public portion, private landscaping elements are not above the norm for the type of contemporary development envisioned for Mooney Boulevard. The table produces a checklist basis for evaluating future development proposals.

LANDSCAPE ELEMENTS  
MOONEY BOULEVARD CORRIDOR

<u>Description</u>	<u>Dimension</u>	<u>Type</u>	<u>Maintenance</u>
1) curb-buffer	5' width	grass, low hedges	public
2) pedestrian-bicycle buffer	5'-10' width	shade trees-spaced	public
3) forecourt	15'-20' width	varies	private
4) adjacent to structure	varies	planters, hedges, lawns	private
5) parking area	spaced	shade trees, planters	private
6) screening-site perimeter	15' width	dense foliage	private
7) structural-form definition	proportion to structure	varies	private

## Signs

Signs are necessary informational resources that, when properly designed, reduce inconvenience and awkward traffic movements resulting from delayed decisions of motorists who suddenly come upon their objectives. At their highest level, signs become works of public art. As such they range from hand wrought plaques to indirectly illuminated structural elements that inform as well as enhance the environment. Unfortunately, we have inherited an ethic in sign design that is geared more toward impact than beauty, and more to product than information. Operating without control they have wrought chaos along arterial highways as they compete for the attention of the indiscriminate eye and its weakness for motion and shock. Hence, blinking, glaring, flashing, inharmonious and intentionally out-of-scale structures exact their toll from our environmental well being, our psychological balance, and our personal safety.

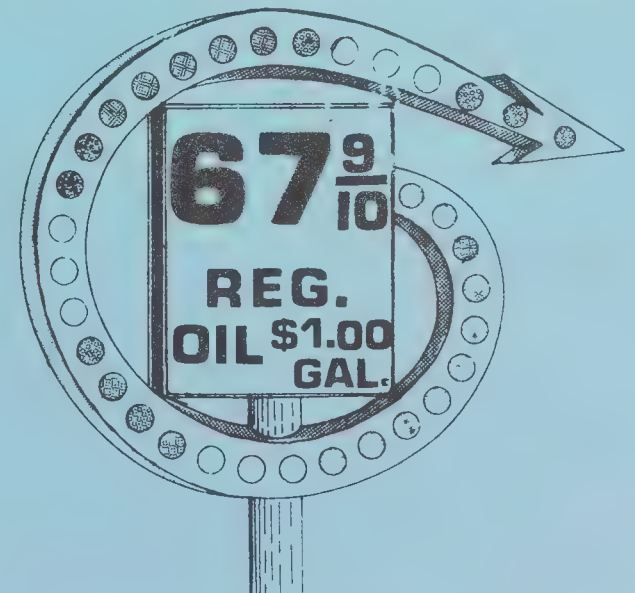
Some efforts to stem this tide have been too lenient and negative conditions were often allowed to remain or even proliferate under the aegis of reform. In other cases, overly restrictive sign ordinances have resulted in a form of sterility in which the positive potential of signs to create an attractive, convenient, viable and even exciting environment has been stifled.

What is needed is an effective mechanism, not unlike the "wait-and-see" procedure for site plan review, which would encourage innovation within certain given parameters as follows:

1. *Billboards, signs advertising products not directly related to the premises, shall not be permitted.*



*We have inherited an ethic in sign design that is geared more toward impact than beauty, and more to product than information.*







*Contemporary advertising devices attract and provide information without causing discomfort or confusion.*



2. Flashing, blinking, rotating or glaring signs shall not be permitted.
3. Indirect illumination shall be encouraged.
4. One entrance sign of appropriate scale shall be permitted for each entrance into a planned unit.
5. One identification sign, not to exceed thirty feet in height or 300 sq. ft. in area shall be permitted for each planned unit.
6. One sign shall be permitted on the face of or adjacent to each business concern or institution.
7. Signs shall be in scale with surrounding uses, and in harmony with prevailing colors and textures.
8. As part of a planned development, an overall sign scheme will be submitted for review and approval.
9. Temporary signs advertising sales, business promotions and products shall be permitted by special permit only.

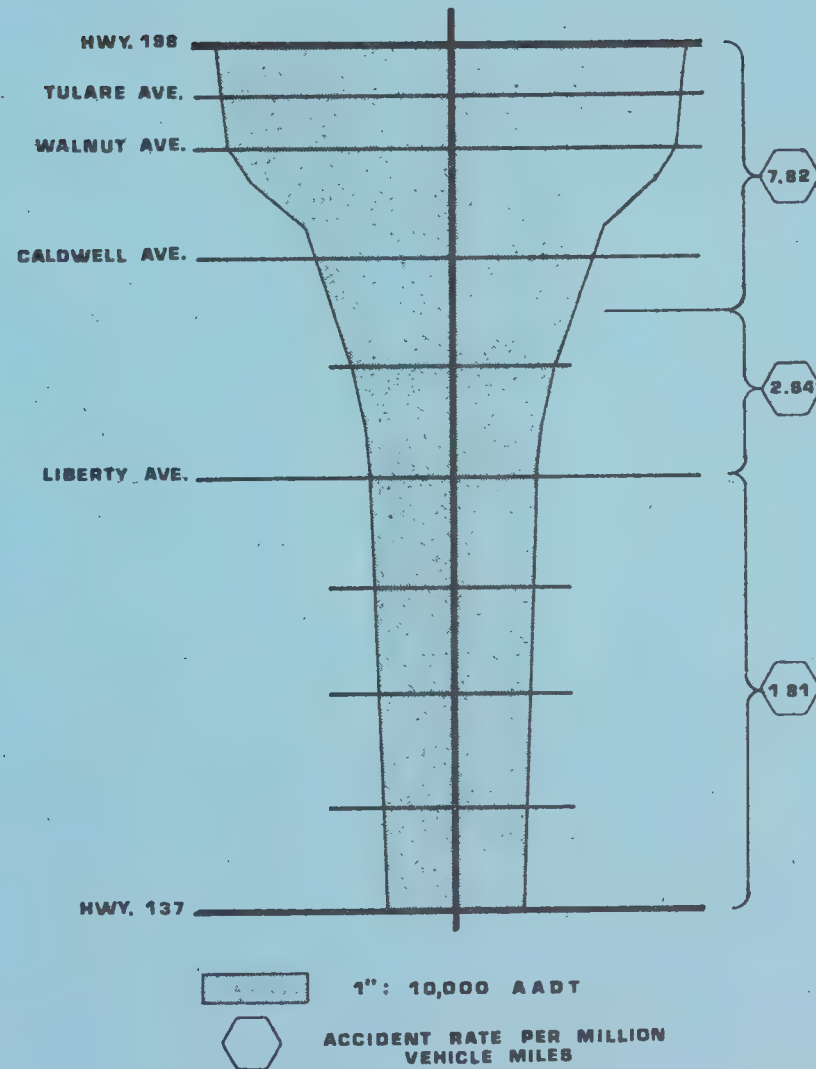
# Circulation

Continued growth in the "corridor" will place severe limitations on its traffic carrying capacity. As a four lane, median-divided road with turn lanes, Mooney Boulevard could provide a reasonable level of service (for an urban arterial) for up to 30,000 vehicles daily. After that point, load increases will probably result in traffic tie-ups at peak hours and a general slow-down in flow.

This point of diminishing returns is rapidly being approached. In 1971, the area between Tulare Avenue and Route 198 had an average annual daily traffic count (AADT) of 26,500 vehicles. Increases in traffic load also produce a higher accident rate. In the highly urbanized area north of Caldwell Avenue the accident rate per million vehicle miles was 7.82 as compared to statewide average of 5.33 for similar arterials (the regional ratio is considerably higher however) and 1.81 for the comparatively lightly traveled portion of Mooney Boulevard south of Liberty Avenue.

Mooney Boulevard, in addition to housing a growing regionally oriented commercial and business center, is the major vehicular tie between the cities of Tulare and Visalia. It also carries a limited amount of through traffic from Route 99, north to Cutler-Orosi and mountain recreation areas. If, in the face of an eventual increase in traffic volumes, it is to continue to perform this function in a viable manner, it will probably have to do so within the context of its present design base. A relief expressway route, delineated along Blackstone Boulevard by the State Division of Highways has a low priority (in the catch-all fifteen year program) and due

## Volume And Accident Rates





to anticipated development in this area over the next ten years it may become too costly to develop as a relief route. Alternative solutions for maintaining a smooth flow of through traffic, the primary responsibility of a state route, center around the construction of a freeway leg from Route 99 north of Visalia which would cross the sparsely developed plain in a northeasterly direction and rejoin Route 63 south of Cutler.

### Traffic Control

Maintenance of a high level of intercity and local traffic movement on Mooney Boulevard will depend, for the most part on improvements and controls relevant to, but outside of, its fixed design base. The primary external factors affecting the quality of traffic flow (e.g., accident rate, travel time, ease of movement, enjoyment of the experience) is the frequency, location, identification and design of access points to and egress points from, uses abutting the highway. Driveway entrances, in general, produce friction points which interfere with smooth traffic flow and create areas for potential accidents. When they occur with great frequency there is a loss of clarity which further encourages sudden turns and movements with their accompanying dangers. In general, automobile service stations, quick-stop eateries, and similar uses geared to impulse shopping habits are the worst offenders. Their relatively small parcel size requirements, reliance on private parking areas, and competitive base forces them to seek as many curb cuts as local codes permit.

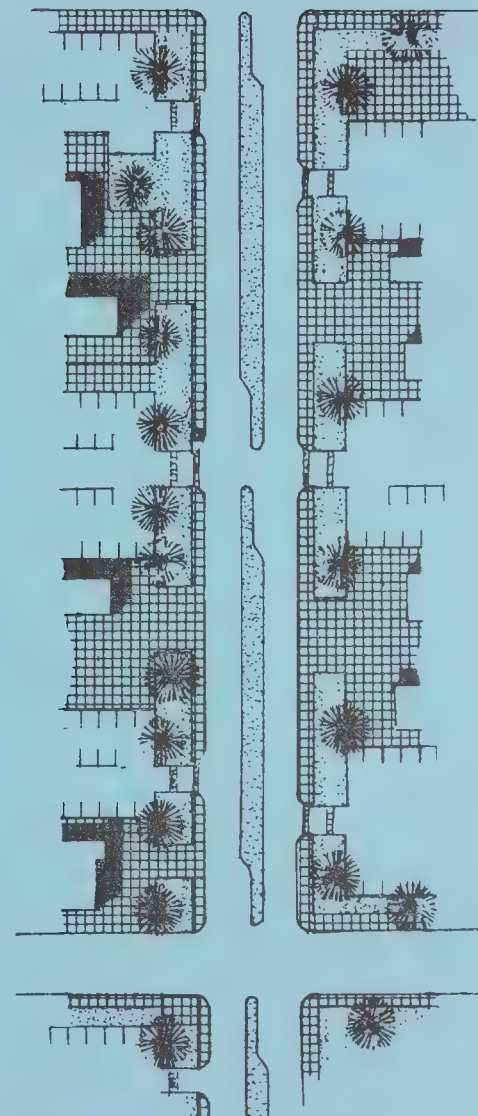
Another external factor affecting traffic quality is the extent to which roadway appurtenances interfere with highway vision and motorist concentration. Signs and billboards are the most common nuisances, but highway vision is also blurred by utility poles and wires, trees, fences and grossly inappropriate building design that violates standards of architectural harmony and proportion. The overall affect of extensive roadside clutter is a loss of environmental clarity with a resultant inability on the part of the motorist to perceive his present surroundings or to anticipate his destinations without being distracted from the driving function.

Numerous improvements in circulation patterns and new development controls may be necessary in the not too distant future in order to maintain the integrity of traffic flow in the "corridor". Some, particularly those within the right-of-way will come about as a matter of course; other related regulations such as sign control are discussed in other sections of this report. In summary they include:

1. *A minimum building line setback of fifty feet from the curb line.*
2. *Restrictions on size, type and location of signs and billboards.*
3. *Clearly defined identification signs for major entranceways.*
4. *Landscaped median strip to be completed for*

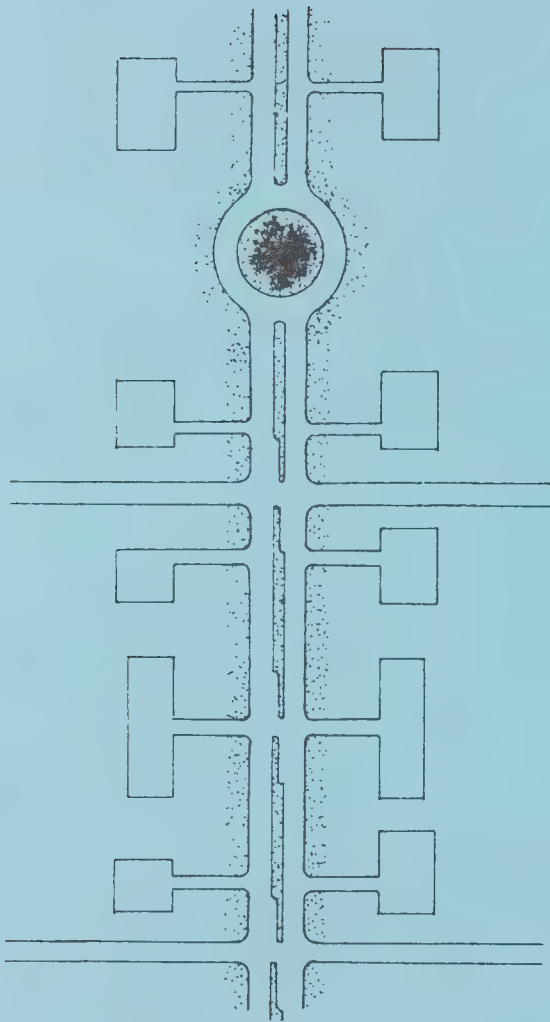
the entire length of the "corridor" as soon as possible.

5. Landscaped barrier strip between the curb and pedestrian aisle.
6. Elimination of curbside parking.
7. Required spacing of 150' between one way driveways and 200' between two way access and egress points. (Assuming an average lot depth of 500', a 300' spacing between curb cuts would result in a development parcel of 150,000 square feet or almost four acres.)
8. Restrictions on curb cuts within 100' of a street intersection.
9. Provision of one left or u-turn lane in each direction to be located midway in each interior block; to be coordinated, if possible, with entranceways to major developments.
10. Undergrounding of utilities in cooperation with Southern California Edison's program of allocating funds to city and county governments for such purpose.
11. Completion of State Division of Highway plans for turn lane and median strip improvements for the entire length of Mooney Boulevard as soon as possible.
12. Provision of a major traffic circle north of Liberty Avenue.



Due to larger parcel size and frontage requirements, driveways can be spaced further apart and friction points reduced.





*Return movements can best be handled by a minimum access, landscaped circle which could also become a landmark along the otherwise passive highway and serve to identify the entranceways into the cities of Tulare and Visalia.*

In the absence of a convenient north-south alternate route, traffic entering the "corridor" usually returns along the same Boulevard, often completing awkward turn movements or entering adjacent residential streets to do so. The latter recommendation is based on the need to provide a functional and amenable means of making this return trip. In addition, a well-landscaped circle would create a visual landmark along the otherwise passive highway and would help to identify the entranceways to the cities of Tulare and Visalia.

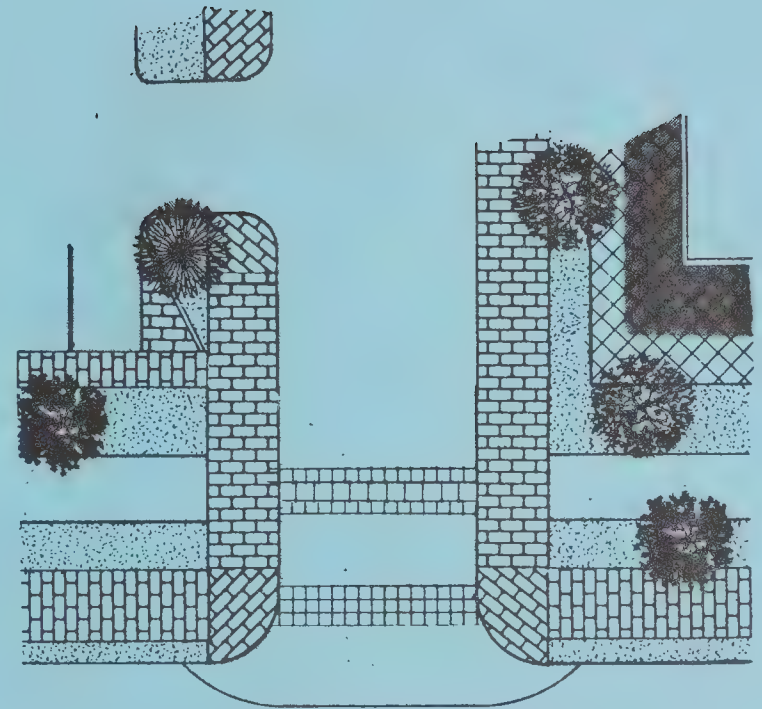
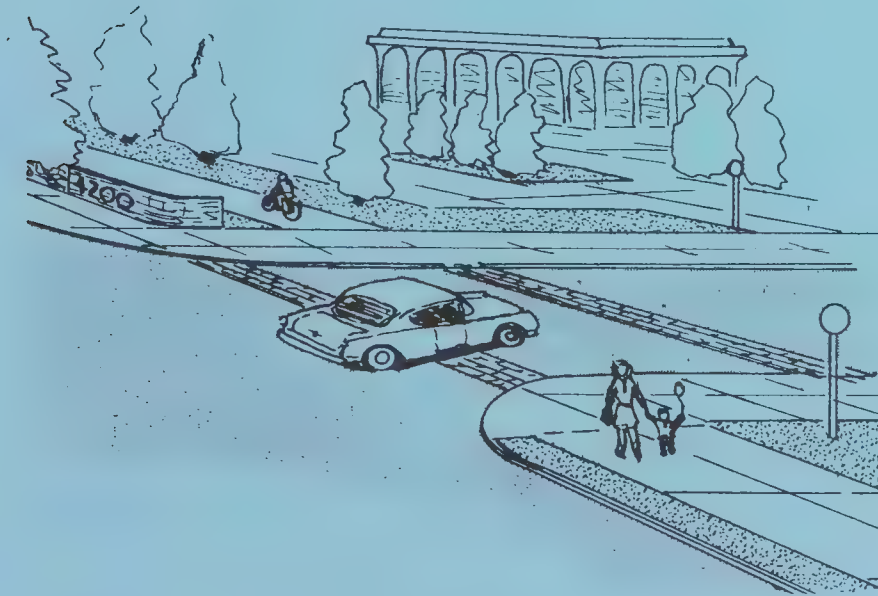
Traffic circles, a familiar element in European and East Coast cities have been used rarely in California. Traffic entering circles must either be slowed down or accident potential is increased. If a large enough radius is provided, and access points minimized, and if speed of movement is not critical as in the case of an arterial oriented primarily to local traffic, then the circle would become feasible. One example of a functional circle designed by the State Division of Highways is located near the Fresno Zoo.

#### Parking and Entranceways

As the forecourt and building entranceway prepares the visitor for the activity inside, the driveway prepares the motorist for his transition into a pedestrian. Driveway design is most aptly approached as a study in theme modulation from movement to transition and connection. A well marked and inviting entranceway can provide a sense of orderliness, clarity, and well-being. Safety is another essential factor. One-way traffic is less hazardous and preferable and, wherever possible, "glide-in" entranceways should be provided in harmony with traffic flow. Curbs, pavement materials and symbols should be used to define and reduce potential pedestrian/auto conflict points.

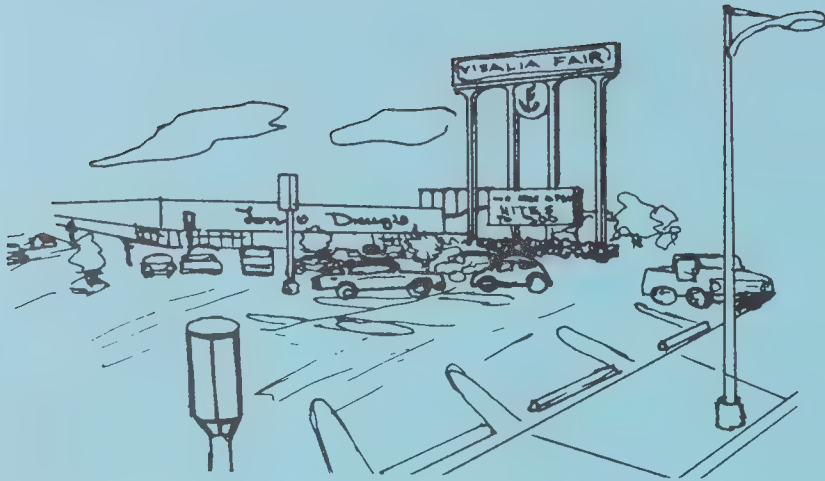
The design of parking areas is a crucial element in site de-

sign. Such areas are visually aggressive elements. When occupied, their metallic reflective mosaic detracts from the architectural quality of buildings and landscaping; when empty, they offer a bleak, negative expanse of asphalt that radiates heat during warm weather periods, and creates cold pockets during the winter months. Even more importantly, where the automobile is the primary means of transport, parking area requirements are such that when lots are set side by side with the buildings they serve, an obvious discrepancy in scale results. The site, formerly dominated by the structure, is now dominated by a horizontal expanse several times greater than the area of the building.

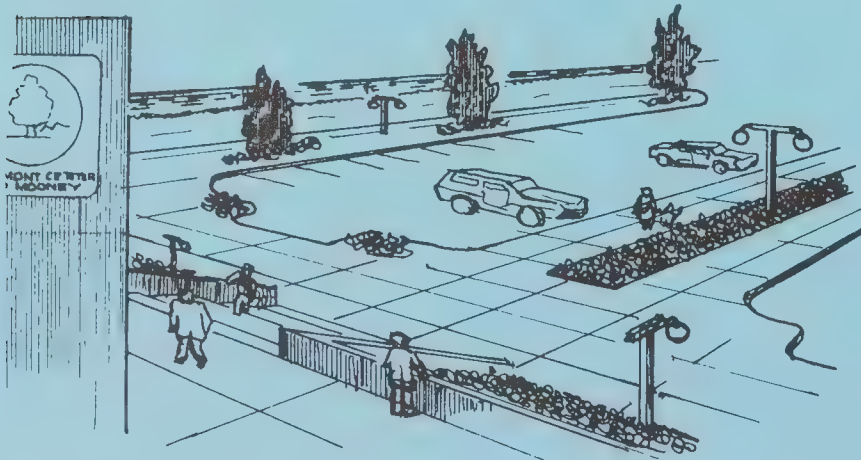


*Clearly defined entranceways promote environmental clarity and reduce pedestrian/auto conflict.*





The visually aggressive, horizontal expanse of parking areas often dominates the structure (above). Problems of safety, scale, and visual impact of parking areas can be overcome by increasing the vertical scale of structures, providing shade trees and pedestrian aisles, distributing parking into segments, and placing it below grade (below).



Ideally, the problem of dominance could be alleviated, to some extent, by the separation of parking facilities and principal structures. Convenience, however, dictates against this. Following are several alternative solutions to the problems of dominance, appearance, and pedestrian safety:

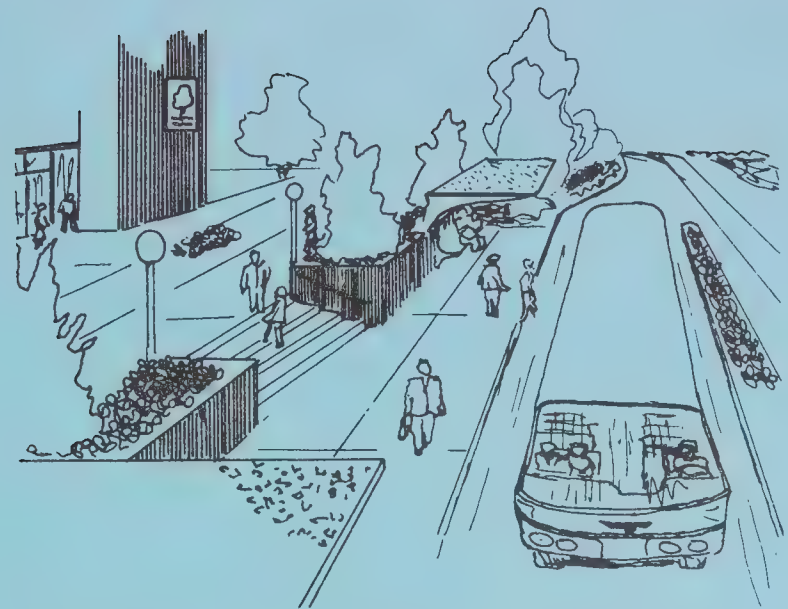
1. Increase the scale of the building in relation to the parking area through the use of high parapet walls which could also be used to hide rooftop clutter.
2. Distribute parking in small segments on all sides of a structure.
3. Use shared parking facilities where use mixture permits (e.g., a church or a theatre and an office building).
4. Carry the building complex out into the parking areas through the use of colonnades, wings, walks, and plantings.
5. Design parking areas below grade. A two foot change in grade and a low wall or hedge would place autos below eye level.
6. Use of trees, bushes, and fences to break up and decrease the apparent area of parking space.
7. Use shade trees to create shadows which would soften the harsh texture of autos and dapple the drab surface of an empty lot.
8. Pedestrian aisles should provide safe access from parking areas to principal buildings.

9. Directional lanes should be clearly marked and designed to encourage the use of through aisles by exiting traffic.
10. Pedestrian scaled lighting should be provided.

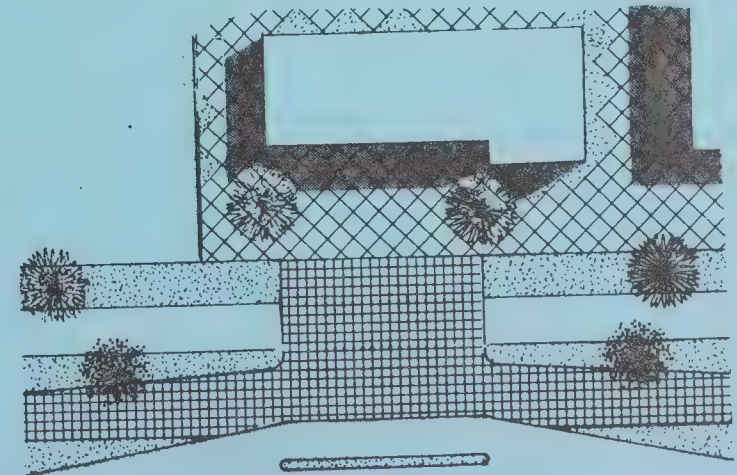
### Mass Transit

As traffic volumes in the "corridor" continue to grow and commuting patterns become set, the need for and utility of some form of mass transit will become increasingly apparent. This is particularly true if employment intensive uses such as office or light industrial facilities locate along Mooney Boulevard and produce high, peak hour traffic flows. A mass transit facility connecting the downtowns of Visalia and Tulare, and tying in the Courthouse with the regionally based commercial facilities of the Boulevard should not be too many years off for the growing metropolitan area.

Mass transit stops should be designated and designed as part of the overall development scheme for Mooney Boulevard. Stops should be located at standardized quarter-mile intervals in order to maximize efficiency and clarity of operation. Where possible, mass transit access and egress lanes should be provided and coordinated with entranceway designs for major building entranceways. Additional user amenities include weather protected sitting areas, informational kiosks, pedestrian-scaled luminaries, drinking fountains and trash receptacles.



Increased traffic volumes and the location of employment intensive uses in the "corridor" will ultimately produce a demand for a mass transit system to provide access to corridor uses as well as tie the two cities together.







# Implementation

The concept plan for the development of Mooney Boulevard is based on an anticipated but unsurfaced demand for highly visible, high amenity sites, conducive to the development of corporate home or regional offices, amenity related apartments, and prestige industrial, commercial and institutional uses. While it would be reasonable to assume that the "tipping point" (the point at which an accumulated demand requires action) has been, or soon will be, reached for these uses in the growing Visalia-Tulare metropolitan area, there is no certainty attached to this assumption. Nor, in spite of its expanding trade area, is there any empirical evidence that such population oriented uses as insurance company headquarters or such business oriented uses as computer firms are considering such a move. This is due, in part, to the absence of a suitably planned, highly visible (e.g., highway located) area in which these uses could locate without fear that their fragile environmental umbrella would be pierced.

The integrity of the plan is, therefore, dependent upon the willingness of elected officials, appointed commissioners and public administrators to support a development proposal based on future, rather than immediate, land use demand; in essence, a plan in which public environment is given ascendancy over private financial interests for this

highly visible section of the regional community. This does not mean that property owners cannot realize an immediate and equitable return on investment. In fact, land values often continue to rise and property transactions take place well in advance of absorption rates.

In summary, the strategies outlined in the concept plan are aimed at achieving the following:

1. *The creation of a local setting for attracting the types of environmentally positive, high-taxpaying uses cited above.*
2. *The establishment of a functional and visual ambiance within which a variety of uses could interrelate and reinforce each other.*
3. *The achievement of a high degree of public satisfaction through the "common-way", a park-like strip that would provide visual and communicative continuity and restore public-private interrelatedness.*

The implementation of the concept plan is dependent upon the early adoption of the following by appropriate boards, agencies, and governing bodies:

1. *A comprehensive design plan (e.g., this re-*



port) that would set the overall character of the "corridor" in terms of land use and intensity, circulation, and ambiance.

2. A comprehensive utility plan including future rights-of-way and proposed scheduling.
3. A detailed and comprehensive "common-way" plan that would encourage the early construction (in temporary form, if necessary) of at least one bikeway and pedestrianway.
4. A new zoning category that would reflect the uniqueness of the "corridor" by excluding or firmly controlling uses that, because of their (a) small scale, low impact or incompatibility would interfere with the goals of the concept plan (e.g., mobile home parks, open lot sales, gasoline stations, quick-stop eateries, and even single family subdivisions); (b) set standards for site development in accordance with amenity goals; (c) outline procedures for developer-public cooperation in order to achieve mutual goals.

These implementation mechanisms, including a basic zoning outline are covered in the following chapters.

#### Zoning the "Corridor"

The adoption of specific zoning in advance of potential development is a generally accepted common sense procedure for assuring that future development takes place in the public interest.

Assessment practices recognize the potential inequities that could occur when an area is zoned for a use that is not in immediate demand. In such cases, absorption rates are projected and then halved to reflect an approximation as to when the land would be actually marketable. The assessed value is then discounted at almost ten percent (10%) per annum for the resultant time gap.

Another method of protecting owners whose lands have a high intensity long-range future, but which are presently suitable for low intensity uses (e.g., agriculture) is to adopt zoning that reflects the lower intensity use until such time as the market surfaces. Applying this concept to Mooney Boulevard, however, would preempt the goal of establishing firm support for definition of an area that would be attractive to the uses envisioned in the concept plan.

It is recommended therefore, that a new "Planned Unit-Highway Corridor" zone be established. This zone would contain basic regulations on use, building location, height, signs, landscaping and other criteria; somewhat more stringently applied than in the standard zone. The intent is to establish residual regulations which would form the base of developer-public negotiations. Flexibility would be derived from the power of the Planning Director with the approval of the Commission to waive most of these requirements where health, safety and welfare standards could be more efficiently met or enhanced by deviating from the prescribed regulations.

Enactment of a new zoning category based on the above principles is the most direct means of implementing the "corridor" concept. However, there are several alternatives including the following:

1. *Extension of interim zoning for eight months from November as permitted by State Law.*
2. *Adoption of the concept plan (with revisions) by the Planning Commission and submission to the Board of Supervisors.*
3. *Adoption of the concept plan by the Board of Supervisors.*
4. *Enactment of permanent A-E Zoning for the study area until, (a) the city annexes it, or (b) the County decides to allow development to proceed, in which case a new zone based on the criteria established in the study should be adopted.*

#### Design Review

The "common-way" described previously in this report will provide a uniform, attractive and fluid setting in what would otherwise be a bland, uninteresting landscape for the establishment of a sound architectonic environment. The character of the Boulevard will also be enhanced or destroyed by the character of abutting development. In the past, this has been established by the individual and uncoordinated decisions of property owners, developers, architects and business firms. In recent years zoning mechanisms

#### BASIC ZONING REGULATIONS HIGHWAY CORRIDOR ZONE

*Minimum Parcel Size: 4 acres*  
*Minimum Frontage: 300'*  
*Minimum Depth: 400'*  
*Maximum Depth: 500'*  
*Maximum Lot Coverage: 20 Percent*  
*Maximum Building Height: 6 stories residential and office use, 2 stories all other uses.*

*Front Yard: 50 feet from curbline. Permitted improvements include landscaping and pedestrian areas.*

*Side Yard: Two times building height - maximum 60'.*

*Rear Yard: 100'*

*Landscaping: At least 20% of ground area including 10' along side and rear yards.*

*Driveways: 150' between one-way drives, 200' between two directional drives; to be located in the center of the parcel or adjacent to adjoining parcels. No closer than 100' from a street intersection.*

*Parking: Applicant must demonstrate need.*

*Permitted Uses: All uses meeting accessibility, visibility, and amenity standards (see matrix page).*

*Uses Permitted by Special Permit: All uses that can demonstrably be upgraded to "corridor" standards.*

*Easement: Utility easement 300' to 320' from the curb line.*



have been created that allow for greater environmental control by the public in order to uphold the integrity of long range plans and protect the interest of property owners and residents not only from intrusive and incompatible uses, but from inharmonious development in general.

By 1966, at least seventy California communities amended their zoning ordinances to include some form of design review. The popularity of these procedures can be traced, in part, to a general decline in livability in both large cities and small towns as locally developed taste and constraint mechanisms broke down in the face of pre-packaged plans of outside interests. Once the profit motive achieved ascendancy over community interests, the public environment was made vulnerable to long lasting and far reaching effects. This, in turn, dulled environmental awareness and stifled community pride. The door to detrimental development was now opened wide and the old cry of "You can't fight City Hall" now reads "City Hall can't fight it".

Sparked by urban planners and environmentalists, design review procedures were adopted first in the State's "prestige" communities and counties. They were based on a recognition of the duality that exists between private development rights and community interests, and were aimed at providing equitable solutions particularly in high impact areas. Operating under the broad umbrella of "wait and see" zoning, new development is viewed not as a threat to community integrity, but as an opportunity to improve the environmental framework and provide added convenience and amen-

ity commensurate with contemporary life styles and growing aspirations for more attractive surroundings.

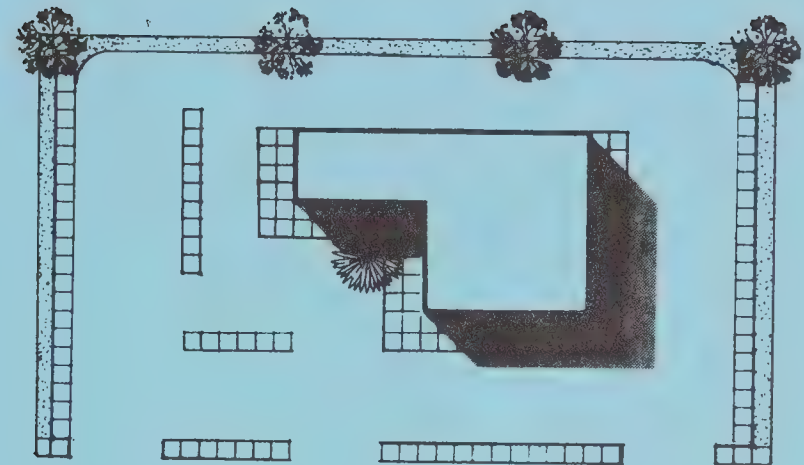
Design review brings together public and private interests early in the site design process before positions become solidified and vested interests established. It seeks to promote flexibility and innovation under the thesis that visual and functional amenity can be directly correlated with the health, safety, and welfare of site users, as well as property owners indirectly affected by the development and the community at large. These amenities can, under certain conditions, be achieved more readily through relaxation of basic regulations than through their rigid application. In essence, they imply a trade-off between density, setback, and other restrictions in exchange for greater architectural or landscaping input and other intangible assets. In the case of Mooney Boulevard, some additional discretionary leeway would result from the review of proposals for uses that are being elevated to "corridor" standards; reviewing sign control, landscaping, and parking plans; and in coordinating "common-way" elements.

Developer-staff activities would take place as follows:

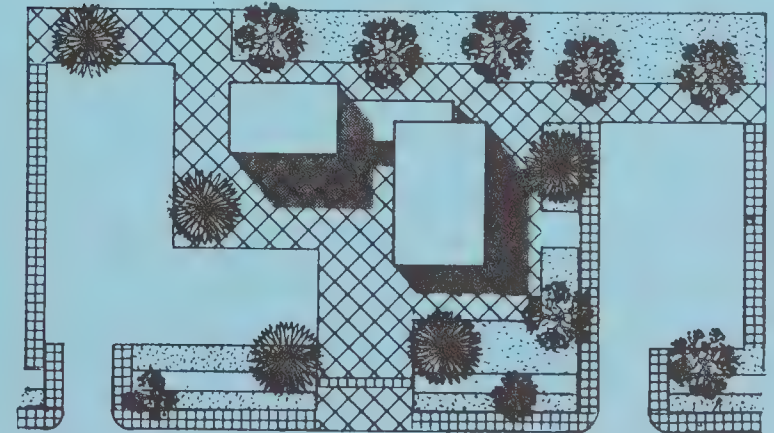
1. *Developer presents sketch design plan to technical staff.*
2. *Technical staff reviews the sketch plan and points out elements that*

reinforce or conflict with the overall design concept.

3. Technical staff assists the developer in working out a preliminary design plan.
4. Preliminary design plan is presented to the Planning Commission for concept approval.
5. Technical staff (and relevant County Departments), in collaboration with the developer prepares final plans for public-private linkages.
6. Final plan, including cost estimates for improvements, is presented to the Planning Commission for approval.
7. Developer posts a performance bond in the amount of 110 percent of development costs exclusive of primary buildings as a binding commitment to carry out development in accordance with the negotiated plan.



The developer submits a sketch design plan for review and comment (above); with the assistance of the technical staff, a preliminary plan is then worked out for submission to the Planning Commission; final "common-way" elements are designed in conjunction with development proposals.





## Public Improvements

Phased development to insure orderly growth patterns and economic extensions of utilities is a common urban planning goal. In developing the "corridor" concept plan, however, phased development was omitted in favor of a methodology geared to achieving long-range comprehensiveness while maximizing freedom of choice and opportunity to create a viable market. This is based on:

1. *The relatively short distance (8 miles) and definitive boundaries (Routes 198 and 137) of the regionally oriented "corridor".*
2. *The intensive urban character of the north one-third of the "corridor" which readily carries over into the southern section.*
3. *The need to maximize market opportunity. The most logical area for development is at the northern end of the study area which lies in close proximity to Visalia's heavily developed commercial strip.*
4. *The feasibility of extending municipal services to the northern end of the study area should intensive development occur there.*
5. *The practicability of permitting interim package treatment plants under public agency operation or*

*supervision. In this way, utility service can be provided at one time thus creating efficiencies in laying lines and hooking up.*

6. *The design framework outlined in the concept plan would tend to reduce impulsive or premature development and encourage foresightedness leading to achievement of the Boulevard's full potential.*

The detailed design of "common-way" elements should be undertaken in conjunction with plans for developing boulevard frontage. However, an overall scheme based on creating and maintaining linear linkages should be developed as soon as possible, so that the "common-way" can be constructed in the near future, at least in temporary form, for its entire length. As private inputs are made over the years the "common-way" can change to reflect current need. This fluid form provides a unique opportunity for creating an ongoing arena for enhancing the public-private environment.

Recent legislation now provides State aid for the acquisition of rights-of-way and construction of bicycle lanes; transportation tax money can also be used for the local share of such projects. In addition, the State Division of Highways is generally interested in programs that improve traffic flow or raise the environmental amenity of state roads. The Division has expressed an interest in the Mooney Boulevard Plan.



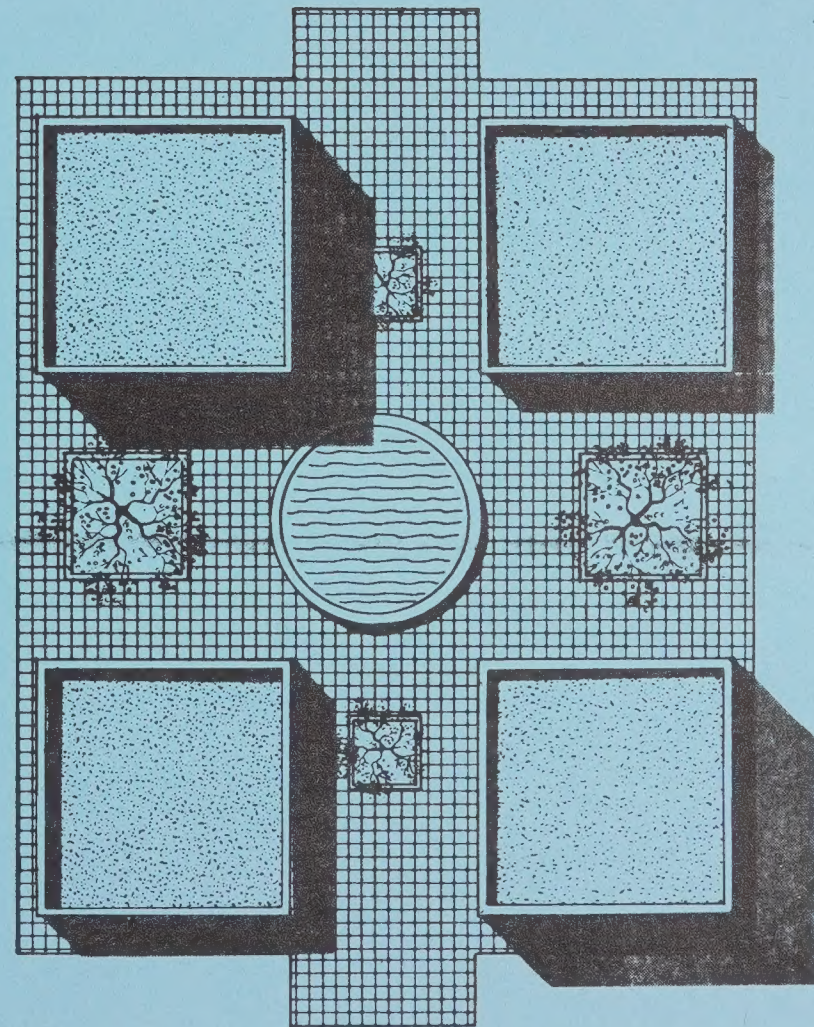
## Conclusion

It is hoped that this report on the Mooney Boulevard "Urban Corridor" will attract the wide range of support it will need to become reality. It suggests a high level of design input, significantly above the norm required for general planning purposes. This would of necessity imply complex implementation procedures that exceed the limitations imposed by categorical zoning. In essence, a system of flexible controls backed by an overall design concept is proposed.

In the past, the County has not prepared specific plans for developing areas adjacent to city boundaries. That task was left to the cities at the time of, or in some cases, after annexation. By that time, however, the character of these areas, particularly along highway frontage, had been set by premature development. In an effort to avoid a similar situation for two highly visible and potentially viable areas, the Board of Supervisors adopted interim zoning for Route 198 and Mooney Boulevard, and directed the Planning Department to prepare specific plans.

The concept plan for the Mooney Boulevard "corridor" can be utilized in a number of ways. It can be adopted independently of, or in conjunction with, implementing zoning. In the former case it would serve as a guide to future development and to zoning changes and variances; in the latter case, development could take place under the control of the County. The concept plan can also be used as a guide to evaluate future annexation proposals by the City of Tulare, an action that the City has indicated will take place in the near future.

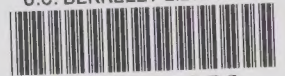
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